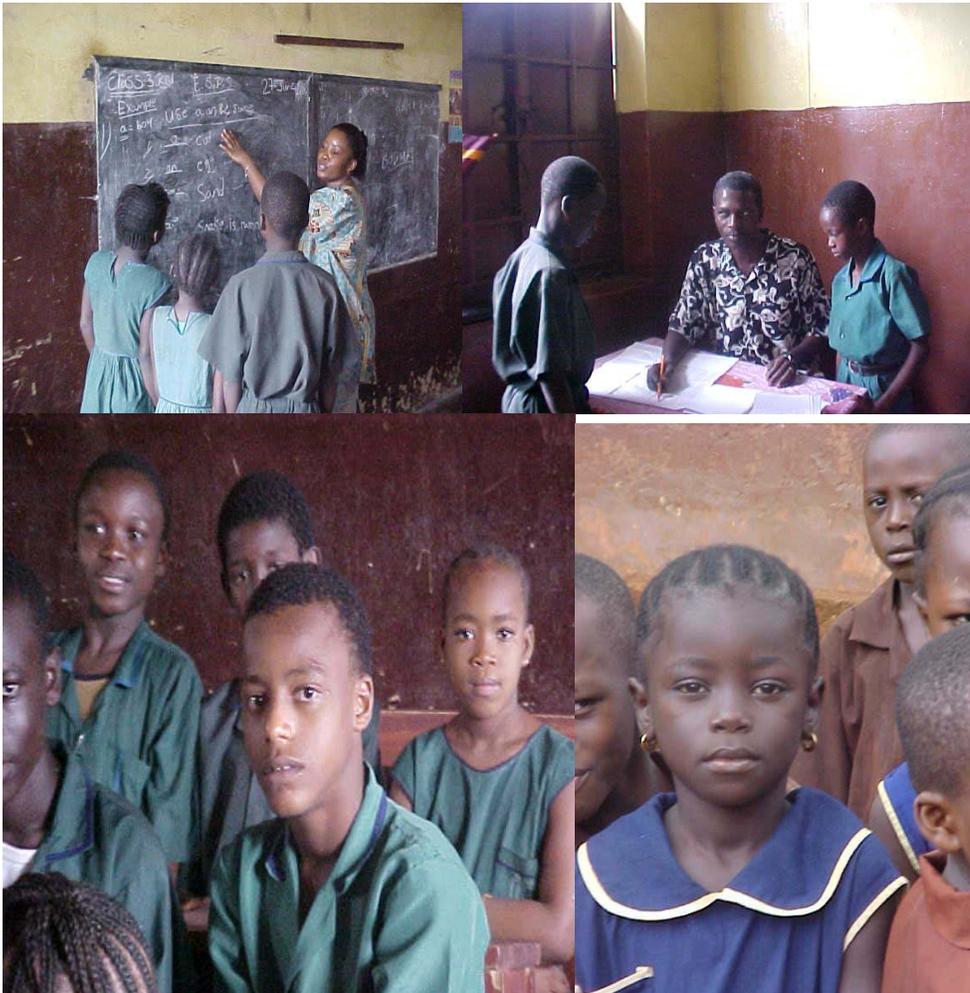


# **“TEACHING AT RISK” – TEACHER MOBILITY AND LOSS IN COMMONWEALTH MEMBER STATES:**

**A STUDY COMMISSIONED BY THE COMMONWEALTH SECRETARIAT EDUCATION SECTION  
AT THE REQUEST OF MINISTERS OF EDUCATION OF THE COMMONWEALTH CARIBBEAN**

**RESEARCH CONDUCTED BY UNIVERSITY OF OXFORD CENTRE FOR COMPARATIVE AND  
INTERNATIONAL STUDIES IN EDUCATION.**

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## **Preface and Acknowledgements**

This report results from a long series of efforts by members of the Commonwealth Secretariat, Commonwealth Ministers, and friends of the Commonwealth to develop international understanding of the teaching profession and the global challenge of teacher loss. According to the October 2002 seminal study by UNESCO and the International Labour Organisation (ILO), the number of school-aged children outpaced the growth in the number of teachers worldwide in the 1990s, packing classrooms in some developing countries with as many as 100 students per teacher.<sup>i</sup> If qualified and competent teachers are not in place well before 2015, serious obstacles will remain and the goal of 'Education for All' and achieving universal access to primary education will not be met.<sup>ii</sup>

Teacher loss is a global phenomenon which is impacting both industrialised and developing nations in the Commonwealth. Reasons include teacher mobility and recruitment by other countries, disaffection with the teaching environment leading to a career change, or death due to the HIV/AIDS epidemic. A particular concern has been the recruitment of teachers from developing Commonwealth countries, and small states, in particular, that are hardest hit when teaching resources dwindle. In a country with less than 1.5 million people, with scarce human resources, teachers cannot be easily replaced. Consideration needs to be given by industrialised countries, which benefit from the migration of teachers to their countries, to ways of mitigating this negative impact on the loss of human capital in developing countries. Concern is also expressed about the unethical practices of recruitment agencies and the conditions under which foreign teachers who have been recruited are obliged to serve.

In July 2002, Ministers of Education and their representatives from eight Caribbean countries met at the "Savannah" in Barbados to address the problem of teacher loss and recruitment. In The Savannah Accord<sup>iii</sup> they called upon Commonwealth Ministers of Education in general, and the thirty-two Ministers of Education of Small States in particular, to develop a draft protocol/code of practice for the recruitment of teachers in the Commonwealth. In June 2003, following revision and review by the Commonwealth Secretariat Legal and Constitutional Affairs Division (LCAD), Human Rights Unit, Economic Affairs Division, Political Affairs Division, Health and Education Sections, and the Commonwealth Teachers' grouping legal counsel, the protocol was circulated to all 54 Ministers of Education. In July 2003, the Protocol was published on the Commonwealth Secretariat website and circulated widely.

The Protocol, "calls upon the governments of industrialised countries to insist that agencies and businesses that handle teacher recruitment do so in an ethical manner, exercising the highest standards of human resource management practice (**Protocol A**). It proposes that the governments of industrialised countries benefiting from recruitment engage on a bilateral basis in supporting those countries whose teacher stock is depleting, through a specific development assistance response to enable them to better supply the demand for their teachers (**Protocol B**). Finally, it asks developing countries that have felt the impact of teacher loss due to migration to embark on good practices in human resource retention in order to make the teaching-learning environment more conducive to teachers remaining (**Protocol Annex**).

In July 2003, arrangements were made with the University of Oxford to conduct a study on teacher loss in the Commonwealth to inform the discussion of the Protocol, to understand the context and circumstances of teacher loss, and to meet the objectives outlined in the Savannah Accord.

The author would like to acknowledge the support of the University of Oxford, Centre for Comparative and International Education, the Department of Educational Studies and the Bodleian Library at the University of Oxford, the Voluntary Service Overseas (VSO), National Union of Teachers (UK), and to thank Jacqueline Clarke, a Masters Candidate at the University of Brighton, for her substantial contributions to the qualitative research incorporated in this study.

Kimberly Ochs,  
12 September 2003

## **Executive Summary**

In May 2002, following a major upsurge in the recruitment of Caribbean teachers (especially from Barbados, Guyana, Jamaica, and Trinidad) by North America and the United Kingdom, the Minister of Education of Jamaica, Hon. Burchell Whiteman, requested the assistance of the Commonwealth Secretariat in addressing the problem of teacher loss in the Caribbean and organised a meeting of his Caribbean colleagues to (i) identify the extent of the problem, (ii) examine whether teacher loss was common to all, and to ascertain whether reasons for this were recruitment by other countries, disaffection with the teaching environment leading to career change, or death due to the HIV/AIDS epidemic. In July, representatives of Caribbean Ministers of Education met at the "Savannah" in Barbados.

The **Savannah Accord** of July 2002, produced by Ministers of Education and their representatives from eight Caribbean territories, called upon "Commonwealth Ministers of Education in general, and the thirty-two Ministers of Education of Small States in particular, on whose countries the depletion of the human resource in education has the greatest immediate and prolonged impact, to:

- Conduct national research to determine the extent of teacher loss and the short and long-term impact on each country's education system and provide the outcomes of this national research to the Commonwealth Secretariat;
- Support the conduct of a Pan-Commonwealth study of the problem, findings of which shall be presented at a special session of the 15CCEM in Scotland, 2003, entitled 'Teachers at Risk'

This report on **Teaching at Risk** conceptualises four broad dimensions of teacher loss:

- Teacher recruitment to industrialised nations
- Teacher recruitment to developing (often neighbouring) countries
- Career change associated with teacher disaffection
- Teacher 'drifting' to other countries where they go to obtain qualifications and may decide to stay
- Teacher attrition, due to retirement or death (sometimes related to HIV/AIDS)

The objectives of this report are to:

- Illuminate the important contextual issues of supply and demand in the teaching profession throughout the Commonwealth;
- Determine the extent of teacher loss whether for reasons of recruitment by other countries, disaffection with the teaching environment leading to career change, or death due to the HIV/AIDS epidemic;
- Understand the impact of teacher mobility and teacher loss; and
- Investigate practices of teacher recruitment to inform the debate of the Draft Protocol for the Recruitment of Commonwealth Teachers that will take place at the 15<sup>th</sup> CCEM in Edinburgh, Scotland in October 2003.

iv Thirteen of the 54 Ministries of Education of the Commonwealth Member nations (24%) responded to a survey to quantify the total numbers in the teaching force, percentage of turnover in teachers over a threeyear period, and the numbers of teachers lost from the profession due to recruitment from abroad, career change, death and retirement during the same period. Focus groups meetings were conducted with teachers who have been recruited from developing Commonwealth countries to teach in schools in London to share their experiences with recruitment. Due to limited resources to fund this project and time constraints, it was not possible to include teachers recruited to countries other than the UK in the qualitative aspects of this study. This report draws upon other related investigations of the teaching profession to address important contextual factors influencing the mobility of

teachers and incorporate findings that could not be achieved within the scope of this particular study.

This report focuses on the areas of interest outlined in the Savannah Accord and discusses the extent of teacher loss and the short- and long-term impact on the education systems of Commonwealth countries. Findings from this study also provided insight to the global issues of supply and demand in the teaching profession, factors impelling cross-national teacher recruitment, and the general practices of international recruitment firms to inform the debate of Protocol A, included in the Draft Protocol for the Recruitment of Commonwealth Teachers.<sup>v</sup>

*"Teachers' interaction with learners is the axis on which educational quality turns."  
- 1993 World Bank Report*

## **Introduction**

The link between effectiveness in education and the quality of teachers is undisputed. Teachers play a pivotal role in the education system in any country, but the role of the teacher is even more relevant in developing countries and in areas where the educational environment is challenged and learning resources are limited.

Teacher loss is a phenomenon of many Commonwealth countries, both in industrialised and in developing nations, and can be classified into four broad categories, each of which must be addressed with careful consideration of the contextual issues of the education system.

### Teacher loss to the developed countries:

Developed countries, primarily the United Kingdom, Canada, Australia and the United States, are actively recruiting teachers from the developing world to meet their own needs for teachers. In the UK, conservative estimates indicate a shortage of 2,500 teachers for London schools, and possibly up to 40,000 nationally.<sup>vi</sup> It is projected that there will be a need for 2,400,000 new teachers in the United States by 2008/9.<sup>vii</sup> The Australian Education Union anticipates that by 2005, there will be a national shortfall of 5000 teachers.<sup>viii</sup> Recruitment may be initiated by individual schools, local education authorities, or recruitment firms that act as liaisons between source countries and the education system that needs the teachers. Alternatively, and particularly in developing countries, schools, districts or ministries may initiate cooperation with NGOs, aid agencies, or private partnerships to augment the teaching force. Teacher disaffection, low compensation and job status, and frustrating working environments such as large classroom size, limited resources, student behavioural problems, and unpleasant working environments have pushed teachers out of the profession, or to other countries to seek greater job satisfaction. Among other reasons, teachers have sought better remuneration, and opportunities to gain different experiences in living in another country, or to pursue further education. Usually, the more qualified and more experienced teachers are targeted by recruitment efforts in developed nations to serve in their schools, leaving a 'brain drain' in the developing country. In the context of AIDS, and/or the limited population of small states in particular, such recruitment causes great challenges in replacing these individuals, whose skill and knowledge is vital to the education system.

### Teacher loss to neighbouring and other developing countries:

Within the Commonwealth, and particularly in small states, there is a longstanding tradition of migration to neighbouring nations. There are still countries in the Commonwealth that rely on expatriate teachers to teach in their schools. This is true, for example, in Vanuatu, although significant reforms have been made to encourage the localisation of teachers. The percentage of native Vanuatu teachers increased from 40% in 1985 to 70% in 1991.<sup>ix</sup> Guyana has been losing a number of its teachers to Botswana. 'Brain drain' remains an issue in these situations, as well as the question of a teacher meeting the students' needs' having trained in a context different from the one in which that teacher was trained.

### Teacher 'drifting':

'Drifting' is the process by which teachers leave their countries to go to other countries and stay, even if the original intent had been to return 'home'. For example, an aspiring teacher may go to a neighbouring country to receive training and decide not to return 'home' for professional or personal reasons, or situations of unrest at 'home'. It may indicate to a weakness in teacher training in an

educational system. Among other reasons, such migration to another country may bring the opportunity for better qualifications where there might not be access to a well-developed tertiary education system at home.

Teacher disaffection and loss due to career change:

As a recent Voluntary Service Overseas (VSO) report states, "Academic and policy debates focus on teachers' deficiencies, and seldom take into account the difficulties under which they live and work."<sup>x</sup> Not only do teachers serve as educators but, as this study reveals, they also as serve disciplinarians, administrators, managers, mediators, HIV/AIDS counsellors, and custodians of children. In the past, teaching has been a highly valued and respected profession which paid adequately. In many countries today, teachers are losing their higher status. As a VSO study of Malawi, Zambia and Papua New Guinea found, the prestige that teachers once enjoyed is diminishing. The increasing inequalities in these societies have also seen a drop in the standard of living and added to the impulse to go elsewhere to seek better employment opportunities. In general, teaching is a profession with limited long-term career possibilities, declining working conditions and low salaries.

Teacher attrition:

This term is used in reference to inevitable teacher loss due to retirement, or death, sometimes linked to HIV/AIDS which is having a significant impact on all human resource issues in some Commonwealth member states. As the report will discuss, and our results confirmed, HIV/AIDS is having a very significant impact on the supply of teachers. In Swaziland alone, nearly four times as many teachers were lost due to death or retirement than due to career change, and this is thought to be explained by HIV/AIDS.

This research, supported by the Commonwealth Secretariat and conducted by a researcher at the University of Oxford, was designed to:

- Determine the extent of teacher loss whether for reasons of recruitment by other countries, disaffection with the teaching environment leading to career change, or death due to the HIV/AIDS epidemic;
  - Understand the impact of teacher mobility and teacher loss; and
  - Investigate practices of teacher recruitment to inform the discussion of the Draft Protocol for the Recruitment of Commonwealth Teachers.
- 
- The first section explores the following questions related to the international context: What are the important contextual issues of supply and demand in the teaching profession throughout the Commonwealth? How has the Commonwealth addressed teacher mobility and teacher loss to date? What can be learnt from the work on the Commonwealth Health Code of Practice. What might be applied to the establishment of a Protocol for the Recruitment of Commonwealth Teachers?
  - Section two reports results from a Pan-Commonwealth survey of teacher loss, and includes responses from 24% of the Commonwealth member nations. In addition, personal experiences of teachers were shared in focus groups with teachers from Commonwealth member countries who had been recruited to work in the United Kingdom. Important and general themes were identified in the focus groups, although the scope of this study was limited to discussions with teachers in London.
  - The third section looks more closely at the teaching profession and the dimensions of teacher loss due to recruitment, teacher disaffection, career change, and HIV/AIDS.

- Section four draws on findings from other reports and data related to teacher loss, and more specifically focuses on the issue of teacher recruitment.
- The concluding section identifies key questions for further research and gaps in the findings of this study. In addition, an Annex is available with an overview of key educational facts for each of the Commonwealth nations, where provided. Data for this section draw from a wide variety of sources, including UNESCO, UNAIDS, World Health Organisation (WHO), World Bank British Council, , and various websites

## **Section 1 - The Context of Teacher Loss and Teacher Mobility**

### ***What are the important contextual issues of supply and demand in the teaching profession throughout the Commonwealth?***

According to UNESCO, teachers represent some 1.6 per cent of the world population in the age group 15-64 years, and by some estimates the largest single group of professionals in the world. More than two-thirds of these teachers are employed in developing countries.<sup>xi</sup> In examining the context of teacher loss in all countries in the Commonwealth, it is important to address the contextual issues that drive labour mobility among teachers. Although the effects may vary from country to country, all education systems are impacted by globalisation, GATS, and the universal initiative towards Education for All. HIV/AIDS must also be addressed, given its tremendous impact on labour in certain regions of the world, particularly Africa, and its impact on specific Commonwealth countries such as Uganda, Zambia, Botswana, The Gambia, South Africa and Swaziland among others.

#### **Globalisation**

As defined by Joseph Stiglitz, globalisation is 'the removal of barriers to free trade and the closer integration of national economies'.<sup>xii</sup> Information about work, opportunities and life experiences has become much more widely disseminated. This has encouraged the exchange of goods and services, and has inevitably influenced individual curiosity and aspirations. According to Harvard University professor Dani Rodrik, "even a marginal liberalisation of international labour flows would create gains for the world economy" far greater than prospective gains from trade negotiations.<sup>xiii</sup> It is estimated that the benefit to workers in poorer countries would yield \$200bn for the developing world, with the benefits going into workers' pockets.

One of the strategies used by developed countries to adapt to and survive in the new global economy is to improve the education system. Investment in the educational infrastructure, teacher training, and the creation of incentives to lure people to the teaching profession are common practice in many countries. School systems need good talent in the classrooms and in managerial roles to prepare pupils effectively. International studies, such as the OECD PISA study, have helped to encourage the cross-national comparison of education systems and student achievement. Such discourse is frequently related to economic prosperity, and may continue to fuel competition and the notion that teachers are crucial to train pupils and build long-term economic capacity.

#### **GATS and Teacher Mobility**

The General Agreement on Trade in Services (GATS) is the first multilateral agreement to provide legally enforceable rights to trade in all services, including cultural ones. It recognises four modes of service delivery:

- Mode 1: *cross border supply* of services supplied from one country to another (e.g. banking or architectural services provided through telecommunications or mail);
- Mode 2: *consumption abroad* by consumers or firms using a service in another country (e.g. tourism or aircraft maintenance work);
- Mode 3: *commercial presence* of a foreign company setting up subsidiaries to provide services in another country (e.g. insurance companies or hotel chains); and

- Mode 4: *presence of natural persons* who travel from their own country to supply services in another (e.g. auditors, physicians, executive officers of multinational corporations, or teachers).

However, there is an important distinction to be made between liberalising the permanent movement of labour and the temporary movement of labour. It is also a fine distinction to bring to the discussion of teacher loss and leads this author to ask—does the mobility of teachers and experience abroad help them to develop skills which can be brought home, or does mobility merely drain skills and create problems of inadequate human resources?

The economic principle behind Mode 4 of GATS is that larger differences in the prices of factors of production in international trade bring larger potential gains from opening up international trade. More specifically, the principle is that if medium and less skilled workers, who are relatively abundant in developing countries, move and provide their services in developed countries, then potentially larger returns would be available. A team of economists led by L. Alan Winters of the University of Sussex, using an equilibrium model, suggest that if quotas were increased by an amount equal to 3% of developed countries' labour forces, there would be an increase in world welfare of \$US156 billion per year.<sup>xiv</sup> The team argues that as the populations age and the average levels of training and education rise in developed countries, they will face a growing scarcity of less skilled labour. They advocate a Temporary Movement of Natural Persons (TMNP) to provide a strong commonality of interest between developing and developed countries.<sup>xv</sup>

Mobility among teachers, and labour in general, is not new. In developing countries, migration became more profound following independence in response to political turmoil, economic hardships, and repressive dictatorships. For others, mobility brings the opportunity of more qualifications, and in theory, more career stability. In the Caribbean region, "microstate educators are themselves invariably trained abroad in the metropolis and usually return home imbued with the theory and content of courses which they generally seek to duplicate or reproduce, laced with the glamour accorded to international credentials."<sup>xvi</sup>

As the director of the Refugee Study Centre at Oxford University, Stephen Castles, points out, migration has been associated historically with periods of high growth in destination countries: 1875-1914, the 1960s and 1990s. Today, in most countries, there is a shortage of teachers. Recruitment, however, is now being done in a more organised way by governments, targeting more experienced teachers with special skills in return for 'better' compensation. Teachers from Guyana are going to Botswana and The Bahamas where remuneration is more lucrative.<sup>xvii</sup> Teachers from India are moving to the United States, Canada and the UK.

Recruitment agencies have identified 'education' as a high-growth area in the recruitment business. The issue of teacher loss, the ramifications in the source country and the suitability of skill transfers across different countries must carefully be considered. An important finding of this study is that when careful consideration is not given to the needs of the students, schools and teachers, recruited individuals return home incurring greater costs and lost revenue to the recruitment firms.

### **Education For All**

A worldwide commitment to 'Education for All' was first made in 1990 in Jomtien, Thailand and reconfirmed in Dakar, Senegal at the World Forum on Education of 2000. These commitments are outlined below. According to Education International,

an estimated five million primary teachers will be needed to deliver the commitment on primary education in Africa alone. According to UNESCO/ILO, the population of official primary school age children has grown more than 16 per cent in the African region south of the Sahara and 3.5 per cent in the Caribbean and Latin American regions, with an average of 9 per cent in developing countries.<sup>xviii</sup> Hence, issues of performance of teachers, retention, training and recruitment will become very important matters of concern. The Dakar Framework for Action, issued in 2000, mentioned specifically the 'pre-eminent role' of teachers in providing quality basic education, and that this 'must entail measures to respect teachers' union rights and professional freedoms and improve their working conditions and status, notably in respect of their recruitment, initial and in-service training, remuneration and career development possibilities, as well as to allow teachers to fulfil their aspirations, social obligations and ethical responsibilities. However, fears are emerging that the 2002/2003 World Bank plan has the potential to undermine governments' ability to formulate rational, appropriate national policy in this vital sphere. For example, the World Bank Action plan recommends capping teacher salaries as a percentage of per capital GDP.

**Education for All commitments – Dakar 2000**

- expanding the improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children
- ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality
- ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes
- achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults
- eliminating gender disparities in primary and secondary education in 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality
- improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

As Voluntary Service Overseas (VSO) discusses in its 2002 Report, donors are now moving away from the paradigm of the 1980s and 1990s, providing project-based interventions and regarding education as an arena for cost-reduction.<sup>xix</sup> VSO also points out that the issue of access to education overshadows the issue of quality education. Recruiting new teachers will help to mitigate the issue of access, but the importance of initial training, on-going training and experience must also be addressed as it relates to the quality of education received so that it is relevant to the local needs of students and the community.<sup>xx</sup>

**HIV/AIDS**

It is estimated that by the end of 2001 there were over forty million people infected by HIV/AIDS. About one-third of the people living with HIV in the world are between 15 and 24. It is estimated that about 36% of Botswana's 15-49 year olds live with the disease while Lesotho, Swaziland and Zimbabwe, all members of the Commonwealth, have 25% similarly afflicted in this same age group.<sup>xxi</sup> These are merely estimates, as the collection of statistics on HIV/AIDS is extremely problematic. In areas of the world where testing is limited, it is difficult to verify those infected with HIV and in many countries HIV/AIDS is not recognised as a cause of death. Rather, an affiliated illness might be reported as the cause of death, which obscures our understanding of the epidemic. HIV/AIDS has the potential to affect education, throughout the world, in several ways, as set out in the following framework by Michael Kelly (1999) of the University of Zambia, within the Commonwealth:

*a) Affects demand for education*

As an example, by 2010 Zambia's population of primary school age children is expected to be about three-quarters of a million less than it would have been without AIDS. As of 2002, the mortality rate for the 15-49 year-old age group is 23 per thousand; for teachers in 1998 it was 70 percent higher, at 39 per thousand.

*b) Affects the supply of education*

HIV/AIDS can lead to a loss of trained teachers through mortality, and reduced productivity among sick teachers. Due to this loss, it can reduce the system's ability to match supply with demand because of the loss of education officers, finance officers, inspectors, and management personnel. Schools in some areas, particularly rural areas, may need to make do with untrained teachers when a disproportionate number of qualified personnel need to move to urban schools, to be situated near medical facilities.

*c) Affects the availability of resources for education*

For example, funds might be tied down by salaries for sick but inactive teachers.

*d) Affects the potential clientele for education*

The rapid growth in the number of orphans is placing a massive strain on the extended family and need for public welfare, and limiting the ability of children to undertake income-generating activities.<sup>xxii</sup> In Zambia, a standard strategy to cope with a parental death is to take some or all of the offspring out of school, largely due to associated school costs. More than 130,000 households (out of a total 1,905,000) are headed by a girl or boy aged 14 or under.<sup>xxiii</sup>

*e) Affects the process of education*

Teachers who are themselves persons living with HIV/AIDS may themselves be unable to perform consistently in their teaching activities. In some communities, infected individuals (including teachers) have been blamed for introducing and spreading HIV/AIDS among their members.

*f) Affects the content of education*

Students need to develop life-skills to equip them to leave school as necessary, if they are orphaned. Knowledge about HIV/AIDS needs to be incorporated into the curriculum. Inevitably, this translates to additional work for the teachers.

*g) Affects the role of education*

The school becomes envisaged as a multi-purpose institution, a centre for disseminating messages about HIV/AIDS to pupils and staff.

*h) Affects the organisation of the school*

Attending for normal school hours is problematic for orphans. A need has grown for schools to be closer to children's homes, and to have a more flexible timetable. Of course, this also impacts the teaching day.

*i) Affects planning and management of the education system*

Inevitably, there has been loss through mortality and sickness of various education officials who have been responsible for planning, implementing and managing policies, programmes and projects. Given the stress on the system, there is also a need for more accountable and cost-effective financial management at all levels. New approaches to the curriculum need to be

developed to include vital skills, knowledge and attitudes that need to be adopted in the face of HIV/AIDS.

*j) Affects donor support for education*

Donors express uncertainty about supporting training abroad for persons from heavily infected countries. Donors are also concerned with promoting capacity-building and developing a self-sustaining system.

### **The Context Of Small States**

Thirty-two of the countries in the Commonwealth can be classified as Small States, or those with a population of less than 1.5 million. The depletion of the human resource in education has the greatest immediate and prolonged impact on Small States. This includes the territories in the Caribbean which are frequently targeted today as sources for teacher recruitment. Colin Brock (1988) described small states in some instances as relatively remote, dependent and constrained. Mark Bray (1992) identified six factors that pose problems and challenges for small states for planning, developing and managing their systems. These are:

- (1) Resource capacity: Many small states are lacking adequate water supplies and mineral resources, or the qualified human resources to meet their needs;
- (2) Natural disaster: Hurricanes, volcanos, earthquakes and cyclones which have devastated island economies, such as Antigua;
- (3) Foreign capital: Many small developing states are reliant on external grants and loans, and most of their available capital is owned by foreign multinational corporations;
- (4) Transport and communications: Small developing countries pay more for transportation since they do not generate sufficient volume. There are often problems generated by terrain, multi-island management, and connecting transport links;
- (5) Domestic and external markets: Small country economies are dependent on foreign trade; and
- (6) Expenditure on administration: The achievement of an economy of scale is rarely possible.

In discussing the development of educational personnel, Charles Farrugia acknowledges factors such as a fragile infrastructure, limited resources, and a volatile economic base. However, an advantage of a small population is a wide network of personal relationships.

As Fentey Scott found in his study of head teachers, despite generous spending on educational services in the eastern Caribbean – Anguilla, Antigua, the British Virgin Islands, Dominica, Grenada and the Grenadines - it is difficult to provide for adequate training of head teachers. Most of the allocated funds go towards the expansion needs of primary and secondary level education, and to the training of primary teachers. Unlike Barbados, Trinidad and Tobago, and Jamaica, these islands do not have sufficient resources to send their heads to be trained in Barbados, which is the campus more convenient to them geographically.<sup>xxiv</sup>

### **How has the Commonwealth addressed this issue to date?**

The Draft Protocol for the Recruitment of Commonwealth Teachers emerged after a series of initiatives by Commonwealth member nations to take a holistic approach in addressing the global problem of teacher loss and a shortage of teachers.

On 14 June 2001, a joint statement of cooperation on education and training between the government of the UK and the government of South Africa was issued to address teacher recruitment, higher education, further education and training, recognition of qualifications and school twinning. It was signed by the then UK Secretary of State for Education and Skills Estelle Morris (MP) and Professor Kadar Asmal, Minister of Education for the Government of the Republic of South Africa. This agreement was important in setting a precedent for key areas which are also addressed in the Draft Protocol for The Recruitment of Commonwealth Teachers. Initiatives in the agreement included:

I. Teacher Recruitment

"... It is the view of the UK Government that any UK organisations planning teacher recruitment activities in South Africa should do so responsibly, and that they should have regard to the needs and priorities of South Africa's education system".

II. Higher Education

The protocol recognised higher education as an area rich in opportunities for greater co-operation, including continued exchange programmes between higher education institutions.

III. Further Education and Training

Both countries are to engage in establishing the foundation for building capacity and systems across all levels of Further Education and Training. Co-operation would include organisational development, resourcing Further Education and Training and planning, monitoring, evaluation, learning and teaching.

IV. Recognition of qualifications

"... The agencies in the UK and South Africa responsible for the evaluation and recognition of international qualifications will work together on matters of common interest. This will include the possibility of assistance from the UK."

V. School Twinning

".. The current commitment to support schools and teachers as they establish effective school twinning will be maintained while its impact is further evaluated. Future development of the current arrangements will then be considered."

In May 2002, following a major upsurge in the recruitment of Caribbean teachers (from Barbados, Guyana, Jamaica and Trinidad) by North America and the United Kingdom, the then Minister of Education of Jamaica, Hon. Burchell Whiteman, requested the assistance of the Commonwealth Secretariat to address the problem of teacher recruitment in the Caribbean.

On 2 July 2002, the Ministers of Education of the Commonwealth Caribbean held a meeting at the Savannah Hotel in Barbados, including representatives from Barbados, Jamaica, Grenada, St. Lucia, Cayman Islands, Trinidad and Tobago, Antigua and Barbuda and Guyana. The purpose of the meeting was to develop a uniform approach to deal with the issue of the recruitment of teachers from the Caribbean by developed countries, particularly the United States (New York) and the UK. Not all of the Caribbean islands have yet been affected by the migration of teachers, but as Jamaican Minister Whiteman stated, the problem would eventually touch each of the islands.

Issues addressed included:

- 'Brain Drain' – this is of concern particularly in specialised areas such as Mathematics and Science, to ensure that the local situation would benefit from the local talent in the region;
- Teachers who migrated to the US and the UK still remained Caribbean nationals. Minister Whiteman commented that their policies and systems should address matters such as job security.

Between August 2002 and February 2003, as requested in the Savannah Accord, meetings were held with the High Commissioners and a consultant was contracted to prepare the draft protocol. In September, all 54 Commonwealth member nations were surveyed to report data on teacher loss. In March 2003, the first draft of the protocol was reviewed at a meeting in the Seychelles and it was agreed that the protocol should go forward to 15CCEM. In June 2003, the protocol was circulated to all members of the Commonwealth. Between July and September, this study was conducted to analyse the data gathered on teacher loss in the Commonwealth member states and to understand the dimensions of this issue in preparation for a planned discussion of a code of practice for the international recruitment of teachers, similar to the initiative championed by the health section with regard to the recruitment of health care workers.

***What can be learnt from the work on the Commonwealth Health Code of Practice, and what might be applied to the establishment of a Protocol for the Recruitment of Commonwealth Teachers?***

In May 2001, the Health Ministers of the Commonwealth decided to establish a code to address the targeted recruitment of health workers, particularly nurses. This was based on their concerns regarding the loss of workers. At this time, they sought the advice of the ILO and the UK Department of Health which was in the process of publishing an NHS code. A first Draft of Code was discussed at the 13 CHMM in November 2001. Following this discussion, an e-working group was set up to continue the work which had already begun. Interested countries identified at the meeting pinpointed focal persons for inclusion in the group, and it was made clear that all countries were free to participate at any time.

The e-working group was set up in December 2001 by the Secretariat Health Section with the support from the Commonwealth of Learning to set up the listserv and relays. The priority task of the group was to finalise the Code. Between December 2001 and May 2002, each section of the Code was reviewed and comments were sought. A short-term consultant was also contracted to prepare the first draft of the companion document.

In compiling the Commonwealth Code of Practice for International recruitment of health workers, the ILO and the Department of Health offered the following advice:

- Keep the Code as succinct as possible
- Omit terminology which is sensitive, e.g. "unethical recruitment" and "immoral"
- No infringement of the right of individuals to live and work where they choose
- The Code cannot be legally binding and successful implementation depends on good will and the Commonwealth principle of co-operation
- Need to encourage non-Commonwealth countries to adhere to the Code
- The Code should not replace the duty of countries to develop strategic human resource plans and improve terms and conditions of service for health workers
- The Code should be used in conjunction with other measures

In May 2002, the Code was accepted by the Ministers of Health who also agreed that the development of the Companion Document would continue via the e-working group. Work continued between June 2002 and April 2003, and the document was finalised to form part of the documentation for the pre-WHA meeting of May 2003.

At the time of writing this report, the NHS code has been in force for over a year. According to Paul Burstow MP, 34 recruiter agencies registered on the health department's website, agreeing to follow the code and operate ethical recruitment practices, including not recruiting from the developing world. However, as of March 2003, of the 92 agencies in all involved in health recruiting, two-thirds had not signed the code.<sup>xv</sup> As with most legislative initiatives, compliance issues and incentives must also be carefully considered.

Against this background in the Health section of the Commonwealth Secretariat, the Education section, at the request of a group of ministers and with the assistance of an external consultant, compiled the Protocol for the Recruitment of Commonwealth Teachers. This study investigates specifically issues associated with Protocol A - human resource management, the mobility of teachers, and teacher loss due to recruitment, disaffection, retirement or death, sometimes due to HIV/AIDS.

## **Section 2. Findings**

This study was designed to satisfy two action items that were specified in the Savannah Accord:

- Conduct national research to determine the extent of teacher loss and the short and long-term impact on each country's education system and provide the outcomes of this national research to the Commonwealth Secretariat; and
- Support the conduct of a Pan-Commonwealth study of the problem.

Both qualitative and quantitative research strategies were used to achieve these objectives. On 30 September 2002, a survey was sent out to all 54 Ministers of Education within the Commonwealth, along with a copy of the report of the meeting of Ministers of Education of the Commonwealth Caribbean held in July 2002 and of the Savannah Accord. Countries were asked to provide the following data:

- Total numbers in teaching force (2001-2): males, females and total
- Percentage turnover of teachers in years 2000, 2001, and 2002
- Teacher loss in numbers due to overseas recruitment, career change, death and retirement in the years 2000, 2001, and 2002

The analysis includes data from 13 countries and territories. Responses were received from twelve countries and territories, : Australia, Bahamas, Barbados, Canada, Jamaica, Malaysia, Montserrat (UK), New Zealand, St. Lucia, Seychelles, Swaziland, and Zambia. Canada responded to the request for information but was not able to provide data. Data for the United Kingdom were incorporated into the study and are publicly available on the website of the Department for Education and Skills and in various Ofsted reports.

Focus groups were also conducted with teachers who had been recruited from developing Commonwealth countries to teach in schools in London. Due to time constraints and the feasibility of the study, in-person focus groups were only conducted in London, but included a wide sampling of teachers from different Commonwealth countries to offer insights and reflections about their career aspirations, potential disaffection with teaching in their home countries, and general commentary on the state of the education system and teaching profession in their home countries. The first of these focus groups met on 11 August at the offices of the National Union of Teachers in London. Eight Jamaican qualified teachers (five males and three females) attended the group. Their median age was 28 and they had a median of five years teaching experience in Jamaica. The second focus group met on 15 September at Hurlingham and Chelsea School in Fulham, South London and included eight teachers from South Africa, Australia, India, Canada, Ghana, and Jamaica.

### ***Survey results from Commonwealth Member nations***

Whilst accepting that teacher loss and turnover are not identical as some teachers may leave the system for a time, returning later, the summary table reporting the size of the teaching force and teaching turnover is presented below. The data provided by the ministries of education which responded to the survey is presented with the understanding that such data is not easy to capture, but is nonetheless the most accurate which member countries have been able to provide for this study.

The highest reported turnover rate among those surveyed was in Australia. In 2001, the reported turnover rate in Australian secondary schools was over 16%. For the

same year, the total turnover rate for primary and secondary schools was 14.33%. Since data are not available for the UK for the year 2001, and "the information requested is collected neither by governments nor by teacher federations" in Canada, further research would need to be conducted to make a definitive comparison.<sup>xxvi</sup> In the findings, a distinction is made among the types of teacher loss, due to: disaffection/ career change, recruitment to developing countries, recruitment to developed countries, retirement, death, HIV/AIDS, and teacher 'drifting'. Quantitative information was not available for all respondent countries which delineated these distinctions, but the focus group discussions provided valuable information to further understanding of this situation.

Over half of the respondents did not directly answer the questions. Some provided data for 1999, and additional information such as the impact of teacher loss on certain subjects and the gender composition of teachers. This information is included in the individual country summaries, along with relevant commentary from the Savannah Meeting of education ministers, and relevant information gathered from secondary sources where available

Country	Total Population	Teaching Force (2001-2002)			Percentage Turnover			
		Male	Female	Total	1999	2000	2001	2002
Australia *	19,138,000	77,137	172,492	249,629	n/a	n/a	13.03%	n/a
Australia **					n/a	n/a	16.15%	n/a
Bahamas	304,000	969	3,384	4,353	3.70%	4.10%	5.50%	n/a
Barbados	267,000	906	1,965	2,871	2.58%	1.78%	3.52%	n/a
Canada	30,007,094	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Jamaica	2,576,000	4,825	16,807	21,632	5.50%	2.90%	9.80%	n/a
Malaysia	22,218,000	99,298	180,689	279,987	n/a	0.89%	1.10%	1.75%
Montserrat (UK)	8,437	11	48	59	n/a	5.00%	8.00%	3.00%
New Zealand	3,855,400	13,185	33,023	46,208	11.60%	12.50%	12.90%	12.80%
Seychelles	80,000	450	1,165	1,615	n/a	7.10%	5.80%	6.00%
St Lucia*	148,000	485	1,781	2,266	6.10%	6.00%	4.40%	n/a
St Lucia**					10.50%	8.80%	7.20%	n/a
Swaziland	925,000	3,913	6,983	10,896	n/a	5.50%	3.60%	12%
United Kingdom	58,789,194			438,800	14.30%	15.30%	n/a	n/a
Zambia	10,421,000	n/a	n/a	n/a	n/a	3.10%	3.40%	2.50%
*primary								
**secondary								

## Australia

The Australian Education Union has reported that there are already shortages in regional schools and specific subject areas such as science and technical studies, but by 2005, there will be a national shortfall of 5000 teachers.<sup>xxvii</sup> About 200,000 full-time equivalent teachers were employed in schools in 1990.

Australia has also reported a tremendous loss in the teaching profession, as supported by these research findings. As stated in a recent document from the Australian Education Union: "Across Australia there is a growing teacher shortage. Unless this issue is addressed now with a comprehensive and national approach, we will have more classrooms without teachers and a decline in the standard of the teaching profession. The solution of looking overseas to recruit is no longer possible as the shortage is a worldwide problem."<sup>xxviii</sup> The union explains teach loss by increased

disaffection among teachers who have left the job early due to the increased complexity and difficulty of the job, lack of career progression, , and the loss of support from employers. Real wage value for teachers has declined over these years, leaving teachers paid less than people in professions with similar training requirements. In addition, there is great concern about the retirement of teachers. Today, the average age of an Australian teacher is 43 and it is projected that the nation faces a potential loss of 30,000 teachers in the next decade. <sup>xxix</sup>

An Australian member of one of the focus groups provided additional insights into the issue of teacher migration. According to him, it was common practice for university graduates to seek a two- year holiday visa to go and explore, travel, and seek short-term or long-term employment opportunities in conjunction with teaching. In this opinion, however, this was a more common practice among younger teachers. A working permit and experience abroad was not thought to significantly impact a teacher's salary, or help a teacher get a better job because the experience seemed so common.

### Bahamas

The Bahamas are a small island chain close to Cuba with a population of 304,000 where over 90% live in urban areas. Education in the Bahamas is free and compulsory from age five to sixteen. The Bahamas reported on the absolute numbers of teachers in schools, providing a breakdown between teachers in government schools and teachers in private schools.

	Male	Female	Total
Teachers in government schools	632	2404	3036
Teachers in private schools	337	980	1317

Data were provided on percentage of absolute turnover, but no data was provided that explained the causes for turnover, as requested.

### Barbados

Barbados is the most easterly of the islands group of the Caribbean with a population of only 267,000. Barbados provided information on the total size of the teaching force. As of June 2002, there were 2871 teachers in Barbados, 68% of whom were female and 32% were male. Between 1999 and 2001, there was a slight increase in the number of teachers who left the system, from 2.58% in 1999 to 3.52% in 2001. Barbados also reported very useful data on the locations to which teachers have been recruited and on the number of teachers who are in these locations:

1999	3 – Cayman Islands 1 – Botswana 1 – British Virgin Islands
2000	5 – Cayman Islands 1 – British Virgin Islands 1 – Saba 1 – Bermuda
2001	3 – Cayman Islands 22 – New York

Subject areas which experienced losses were: Business, English, General Studies, History, Fine Arts and Foreign Language. M.A. Bryan, responding for the Permanent Secretary added, "Generally, the Ministry has not been supporting requests from overseas recruiters where the teacher is assigned to subject areas such as Mathematics, Sciences (Chemistry, Biology, Physics), Geography and Special Education and other priority areas as may be determined from time to time"

In Barbados and Jamaica in 2001, the largest number of teachers who were recruited went to New York State, closely followed by the UK. Although the purpose of this report is to address the issue within the Commonwealth, it is clearly a global issue. Additional data provided on the impact on subject areas, particularly teacher loss in the sciences, provided insight as to important areas for human resource development.

## Canada

Canada responded to the request for information, but did not provide any data. Paul Cappon, Director General of the Council of Ministers of Education, Canada, stated, "It is with regret that I must inform you that Canada is unable to complete the questionnaire, since the information requested is collected neither by governments nor by teacher federations. I am aware of the importance of gathering this kind of data for Commonwealth countries, but unfortunately at this time Canada is unable to provide a report."<sup>xxx</sup>

Similar to Australia, Canada is particularly concerned about the demographics of the 'baby boom' generation and the retirement of teachers. For example, Ontario anticipates that it will need 3,000 secondary school mathematics and science teachers in the next ten years to replace those expected to retire. It expects to hire 9,000 – 10,000 teachers per year for the next seven years.<sup>xxxi</sup>

## Jamaica

Jamaica has a longstanding tradition of losing its teachers to other islands in the Caribbean, such as The Bahamas, Turks and Caicos Islands, Cayman and the Virgin Islands, and in more recent times to African countries such as Botswana and Ghana.<sup>xxxi</sup> Today, there is much more concern about recruitment to the US and to the UK, and as of March 2002 it was reported that more than 600 Jamaican teachers had gone to work in US and English schools.<sup>xxxi</sup> With a total population of 2,576,000, this is of great concern to Jamaica. Recruitment firms are, of course, targeting the most talented and experienced teachers, which is leading to even greater 'brain drain'. According to a report compiled by the Policy Analysis and Research unit, in reference to one cohort of recruits, "Over 40 per cent of the 337 recruits had between five and ten years' teaching experience while 30 per cent has between 10 and 20 years. Of the 116 primary school teachers, 57% had over 10 years experience."<sup>xxxi</sup>

In response to the survey for this study, Jamaica also reported on the total size of the teaching force at early childhood, primary and secondary levels by age and gender. The majority of teachers are over 30, and 46.5% are over 40 years of age, indicating that the issue of retirement will become a concern in the very near future.

Age	Male	Female	Total	%
18-20	36	120	156	0.7
21-30	1666	4837	6503	30.0
31-40	1162	3753	4915	22.7
41-50	1328	5340	6668	30.8
51-60	598	2650	3248	15.0
61 and over	20	85	105	0.5
Missing age	15	22	37	0.2
Early Childhood to Secondary level	4825	16807	21632	99.0

In addition, Jamaica reported results on the number of teachers by subject area who left the system in 2001 in all regions, except region one. The top ten areas were as follows:

English	22.0%
History / Social Studies	14.4%
Science	12.8%
Mathematics	10.4%
Primary Teachers	10.4%
Business Education	8.8%
Industrial art	4.4%
Art & Craft	3.6%
Home economics	2.4%
Agriculture	2.4%

New York state has targeted specifically to hire teachers from Jamaica. In 2001, 51% of the international teacher recruits in New York came from Jamaica. In the report from the Policy Analysis and Research Unit, it was stated that:

*Many teachers in Jamaica may love their country and want to contribute to its development, but their personal situation forces them to work in the U.S. and U.K. schools, which should result in an improved standard of living for them. The basic gross salary for a diploma trained teacher starts from J\$ 406,977 to J\$621,167 for a master teacher. In comparison, in 2001, teachers recruited by VIF, would have received an annual salary of between US\$26,000 – 35,000 and those recruited by the NY Board of Education, a minimum salary of US\$31,910. Presently, the Jamaican dollar is being traded at J\$53 to US\$1 and it takes over J\$87 to buy one U.K. pound.*

There was a significant increase in turnover among Jamaican teachers from 2.9% in 2000 to 9.8% in 2001. The Jamaican government has since then engaged in discussions with NY State to limit the number of recruits, but data were not available for 2002.

### **Malaysia**

As reflected in the data, the total size of the teaching force increased from 267,758 to 279,987 between 2000 and 2002. However, the percentage turnover had also increased sharply, from 0.89% in 2000 to 1.75% in 2002. Malaysia provided figures for teacher loss due to optional retirement, resignation and compulsory retirement, but was unable to provide statistics indicating death. Shahrol Padiman, from the Educational Planning and Research Division commented, "Regretfully, we are not able to identify the reasons why teachers in Malaysia resigned and chose optional retirement as they are not required to state specific reasons other than to cite 'personal reasons' for leaving the profession. Likewise, statistics indicating death among teachers are also not available as the data is not reported to our ministry."<sup>xxxv</sup>

### **Montserrat (UK)**

Montserrat is an island in the Caribbean and a protectorate of the UK, with a very small population of just over 8,000 people (2002) of which 59 are teachers. Much of the island was devastated and destroyed by a volcano in July 1995 which has continued to emit pyroplastic flows as recently as 2003. The population size – hence the teaching force – varies and has been as high as 12,000 (June 1995) and as low as 3,000 (1997) as the volcano activity continues. The country is largely engaged in rebuilding its infrastructure. In 2000, a total of two teachers left for a career change and one left for retirement. In 2001, one teacher left to go overseas and three retired. Most recently, in 2003, one teacher retired.

## New Zealand

New Zealand responded by providing absolute numbers for teachers as of March 2002, and a breakdown of teacher loss by designation and school type for the May to May academic years ending in 1999, 2000, and 2001. Figures were startling, and indicated total attrition rates escalating from 11.6% in 1999 up to 12.8% in 2002. These numbers reflected teacher loss in primary, secondary, special, composite and correspondence schools. In addition, New Zealand provided information on losses among school principals (headteachers) and management. Although the trends were the same, the absolute percentages of teacher loss were lower.

**Teacher Loss Rates by Designation and School Type, May to May**

% Loss	1998/99			1999/00			2000/01			2001/02		
	P	S	T	P	S	T	P	S	T	P	S	T
<b>Principal</b>	6.0	6.5	6.1	6.8	9.5	7.2	8.1	8.1	8.1	8.1	12.3	8.7
<b>Management</b>	6.4	7.4	7.1	6.6	7.0	6.9	7.2	7.6	7.5	8.1	8.9	8.6
<b>Teacher</b>	11.2	12.3	11.6	12.4	12.7	12.5	12.7	13.1	12.9	12.1	14.0	12.8
<b>Total</b>	9.4	9.3	9.4	9.9	9.4	9.8	10.4	9.9	10.2	10.2	11.1	10.6

P= Primary; S= Secondary; T= Total

## Seychelles

Seychelles provided all of the information required. Data indicated a total of 1615 teachers in the teaching force in 2001-2 (72% female, 28% males), and a decline in turnover from 7.1% in 2000 to 6.0% in 2002.

In absolute numbers, the greatest loss of teachers was due to career change (62 teachers) followed next by overseas recruitment (20 teachers) in 2002. The absolute number of teachers who left due to career change has changed very little, whereas there was a drastic drop in the overseas recruitment between the years 2000 (43 teachers recruited) and 2003 (20 teachers recruited).

## St Lucia

St Lucia was able to provide aggregate information on teacher loss, and also provided a breakdown of teaching force by gender and school level (2001/02) and teaching force by age for primary and secondary schools (2002). In total, 76% of their teachers are female. However, the gender distribution is radically different across the school levels. 100% of the primary school teachers are female, but the participation of men gradually increases with the school level where men make up 45% of the teaching force in tertiary institutions. The age range of teachers is fairly evenly distributed between the ages of 20 and 50.

School Level	Male	%	Female	%	Total
Pre-school	0	0	362	100	362
Primary	170	16	892	84	1062
Secondary	256	36	454	64	710
Tertiary	59	45	73	55	132
Total	485		1781		2266

Age Group	# of Teachers
20 years or less	10
>20 and <=30	524
>30 and <=40	503
>40 and <=50	559

>50	176
Total	<b>1772</b>

St Lucia was unable to provide reasons for teacher loss. As the respondent stated, "All teachers request study leave without pay to pursue studies. No teacher thus far has indicated that the reason for requesting leave is for overseas recruitment." St Lucia claims to have experienced no impact on teacher loss by subject. " It has been noted by the Human Resources Management department that all teachers on their records, have left at the end of the school years. Thus no loss by subject is experienced. Replacements are normally found for the next school year."<sup>xxxvi</sup> This question was interpreted slightly differently by the St Lucian representative than it had been by other respondents.

### **Swaziland**

There are 10,896 teachers in Swaziland. 64% of these teachers (6,983) are female, and 36% (3,913) are male. There has been a large increase in the percentage of turnover, from 5.5% in 2000 to 12% in 2002. Nearly four times as many teachers were lost due to death or retirement in 2002 than due to career change. A very likely explanation for this reason is the impact of HIV/AIDS, but more information would need to be gathered to confirm this hypothesis. Also, it is difficult to say if sick teachers retired in anticipation of death from HIV/AIDS. In general, it is difficult to capture accurate data on HIV/AIDS- related death, particularly in countries which do not report HIV/AIDS as an actual cause of death, but instead report the symptomatic illnesses.

### **United Kingdom**

As of 22 May 2002, there were 4,480 vacancies for nursery, primary, secondary and special schools in England. Conservative estimates state a shortage of 2,500 teachers for London schools, and possibly up to 40,000 nationally.<sup>xxxvii</sup> It is anticipated that there will be a shortage of teachers with experience in the UK since 60 per cent of current teachers are over 40. The current rate of retirement and premature retirement in the UK is 6,100 per year, which is expected to rise to over 14,000 per year within five years.<sup>xxxviii</sup>

According to an Ofsted report, "In primary schools inspected during 2001/02, an average of 32% of teaching staff had left during the previous two years, while for secondary schools the equivalent figure was 30%. The greatest turnover of teachers in primary and secondary schools was in inner and outer London LEAs, where about 40% of teachers changed. High staff turnover is often found in schools where a high proportion of pupils are entitled to free school meals. Peter Butler, president of the National Association of Schoolmasters/Union of Women Teachers (NASUWT) believes that the shortage of teachers in Britain has been caused by inadequate pay, poor working conditions, increased workload, and violent and disruptive pupils. As Ofsted acknowledged, "strategies to support the recruitment of teachers are more firmly established than those designed to retain teachers. Most of the LEAs surveyed have suitable induction programmes and other arrangements for newly qualified teachers and new headteachers. Few, however, have clear policies for quality assurance through providing teachers with a coherent set of programmes to extend teachers' and headteachers' professional knowledge and skills. The best LEAs recognise that there is a need to develop an attractive career package for school staff."

In an effort to manage staffing shortages, many schools recruit temporary (supply) teachers. In primary schools in England, about 7% of the teachers were on temporary contracts at the time they were inspected; the corresponding figure in secondary schools was 5%. In both primary and secondary schools, the greatest proportion of

temporary teachers was in inner and outer London LEAs: 10% in London primary schools and 7% in London secondary schools. "A third of LEAs surveyed during the year have been actively pursuing the recruitment of overseas teachers. In London, in particular, the recruitment of overseas teachers has been vital to fill teacher vacancies. This has brought problems as well as solutions. Such teachers are not usually familiar with the National Curriculum or the national strategies, and some have significant problems with classroom management and control. Some LEAs do actively follow up schools unable to meet the training and induction needs of these teachers. In one of these LEAs, approximately one primary teacher in every six had been trained overseas." <sup>xxxix</sup> According to Mr. Butler, if it had not been for teachers from Australia, New Zealand and South Africa, schools in London would have faced "wholesale" closure.<sup>xl</sup>

Joy Nichols, director of Nichols Employment Agency, cites some additional reasons why the teaching profession is a less attractive profession in the UK: long and anti-social working hours, increase in administration work, high transportation costs, an erosion of authority in the classroom, limited access to affordable accommodation, and poor pay and benefits. Schools in England are interested in recruiting teachers to motivate under-achieving African-Caribbean children. As Labour MP Diane Abbott stated, "It's good in a way to bring in supply teachers from the Caribbean into schools where there are large numbers of Caribbean children. It's better than bringing them in from Eastern Europe because they've never taught in multi-cultural schools."<sup>xli</sup> Percentagewise, there are very few black teachers in Britain's schools, even in schools where the student population exceeds 80 per cent black or other ethnic minority groups.<sup>xlii</sup>

It is reportedly difficult for the DfES to gauge exactly how many overseas-trained teachers there are working in the UK, as teachers can be employed on either a work permit or working holiday visa. Most schools record personnel data independently, so that there are no central figures about where teachers received their training. In 2001, Britain issued nearly 6000 work permits to teachers from outside the European Union, mostly to South Africa, Canada, Australia, New Zealand and the US. This number is nearly three times as many as those who were recruited in 2000. Figure 1 delineates the breakdown of the permits.

## Zambia

Zambia provided data based on 20 districts out of 72, with an added note "that even if more districts submitted, the overall picture in terms of percentages would not change much."<sup>xliii</sup> Teacher loss was reported as follows:

	2000			2001			2002		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Overseas Recruitment	0.0	0.1	0.0	0.1	0.1	0.1	0.1	0.1	0.0
Career change	0.3	0.4	0.2	0.3	0.4	0.2	0.1	0.2	0.1
Death	2.0	2.2	1.8	2.2	2.1	2.3	1.7	1.6	1.7
Retirement	0.8	1.2	0.4	0.9	1.0	0.7	0.6	0.7	0.5
Total % Loss	3.1	3.8	2.4	3.4	3.6	3.3	2.5	2.6	2.2

The percentage of teacher loss is on the decline. Not surprisingly, Zambia's largest cause of teacher loss is due to death, which is most likely strongly associated with HIV/AIDS. According to UNAIDS, as of 2001, the adult HIV infection rate is 21.5% and there are an estimated 570,000 current living orphans who have lost their mother or father or both parents to AIDS and who were alive and under the age of 15 at the end of 2001.

**TABLE 1**

<b>UK Approved Work Permits where Job Includes Teacher - 01/01/01-31/01/03</b>					
	<b>Total Population</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>Total</b>
South Africa	43,309,000	2010	2542	150	4702
Australia	19,138,000	1011	1528	140	2679
New Zealand	3,855,400	609	887	52	1548
Jamaica	2,576,000	381	530	63	974
Canada	30,007,094	348	513	37	898
Zimbabwe	12,627,000	194	325	28	547
India	1,008,937,000	130	317	10	457
Ghana	19,306,000	53	123	13	189
Nigeria	113,862,000	60	90	2	152
Kenya	30,669,000	39	77	4	120
Trinidad & Tobago	1,294,000	43	50	4	97
Pakistan	141,256,000	22	43	5	70
Mauritius	1,161,000	19	45	2	66
Uganda	23,300,000	16	22	2	40
Zambia	10,421,000	16	22	-	38
Malaysia	11,308,000	16	17	1	34
Guyana	761,000	8	21	1	30
Sri Lanka	18,924,000	10	16	-	26
Barbados	267,000	15	9	-	24
Singapore	4,405,000	9	10	-	19
Cameroon	14,876,000	10	5	-	15
St. Lucia	148,000	5	10	-	15
Namibia	1,757,000	8	6	-	14
Malawi	11,308,000	3	10	-	13
Malta	390,000	5	8	-	13
Seychelles	80,000	2	10	1	13
Sierra Leone	4,405,000	4	8	1	13
Cyprus	784,000	7	3	-	10
St. Vincent	113,000	2	5	1	8
Bangladesh	137,439,000	1	3	1	5
Tanzania	35,119,000	3	1	1	5
Swaziland	925,000	-	3	-	3
Antigua	65,000	1	1	-	2
Botswana	1,541,000	-	1	-	1
Papua New Guinea	4,809,000	1	-	-	1
Samoa	159,000	1	-	-	1
St. Kitts	38,000	1	-	-	1
Vanuatu	197,000	1	-	-	1
<b>TOTAL</b>					<b>12,844</b>
<b>Source: Work Permits (UK) section of Home Office</b>					

**Research Findings – The Stories of Teachers**

Due to time and other constraints of this study, we were only able to examine the experiences of teachers from Commonwealth member nations who work as teachers in the United Kingdom. Two focus groups were conducted in the London area and organised by , a postgraduate student at the University of Brighton, A series of open-ended questions were asked to address the issue of teacher loss due to teacher disaffection, retirement, and recruitment. For these particular groups, the issue of HIV/AIDS was not relevant, it seemed, and was not mentioned in the context of the discussion. A brief survey was also administered to understand more about their personal background, and the circumstances which brought them to the UK. Twelve of the 16 who participated in the focus group completed the survey, as four had to leave the session early.

The composition of both focus groups and key findings are summarised below:

# Males	9
# Females	7
Country of Origin	Jamaica – 9 South Africa – 3 Ghana – 1 India – 1 Canada – 1 Australia - 1
# Teachers who were qualified at home prior to arrival	12/12
# Teachers who would like to return home	12/12
# Teachers who would like to return home (not to teach)	5/12
Way in which UK teaching position was identified	Internet – 4 Newspaper - 4 Teaching agency - 1 Friend - 1 Not identified - 2

Participants spoke of their reasons for leaving their home countries and ambitions for seeking employment in the UK, their experiences with recruitment firms, and general comments about their experiences teaching in London and in their home countries.

### Reasons for Coming to Teach in the United Kingdom

In the first focus group, a number of the Jamaicans stated that they wanted to teach in the UK as a means to get higher education. This was not a theme which emerged in the second focus group, containing teachers from South Africa, India, Canada, Australia, and Jamaica.

*(Jamaican A): I came to further my education, which I perceive to be much easier in terms of the variety of things I could access here in Europe. And also because I wanted to get more exposed to Europe, travelling and so on. ... I plan to go back, if to teach, at a higher level. I plan to stay 4-5 years.*

*(Jamaican B): Like everybody else... to further their education. So that is definitely a given because I have started already... again, another [reason] is economics cause I would not have been able to move out of my mother's house if I had not come here. And I like travelling. I tend to be a bit curious when it comes to different cultures. Coming to England was a great opportunity to experience other cultures. I did not want to just hear it. I wanted to see if for myself. If I go somewhere back home, my experience would be really rich because I will have experienced another culture from my own.*

Almost everyone identified travel and economic opportunity as other primary reasons.

*(Australian): I just look at it as an opportunity. There are economics and I always had the idea of travel. So England was my next target and this was the perfect opportunity to come to England and see Europe, travel around a bit...but further education to a point, and of course at this point, looking at life, I thought that I would teach when I go back I love teaching but to a point. I love the holiday as well.*

*(Jamaican C): My reason was primarily to improve my financial status. I am getting quite old. I do not see myself going back to Jamaica to teach. I really needed the financial stability to help my children through university, so that was my primary reason.*

*When I go back to Jamaica I would like to do my own business, and also use the experience I have in teaching here in the UK. I have gained a lot of experience here.*

*(South African): The idea of coming to England and earning the kind of money you can in South Africa.. everybody coming over basically had to acquaint themselves with that. Some people would go there and talk about it. Most of the teachers leave the country straight out of university, come here for two years and then go back... they come here to travel. I didn't. I came here and I travelled. I made a lot of money supply teaching, cheap, easy, well-paid work. Difficult, but well paid work.... Not now, but it was [a working visa arrangement].*

Several people mentioned the relevance of the working visa. One dimension was that it served as a good means to find relatively well-paying part-time employment as a supply teacher, and an opportunity to travel. Immediately after university, it was appealing to people in the focus groups from Australia, Ghana and South Africa. It seemed as if teaching was linked to personal development, to learn, and to experience a different culture.

*(Ghanaian): It used to be, in Ghana, that you finished university and you had two years [...] to get some experience. I don't think they do that anymore..that facility when you finish school you can get the visa automatically for two years. It is no longer there, but if you apply, if you are lucky enough, if you satisfy the criteria, you can still get some kind of working holiday – a year, two, three, four years at the end of the day... You are lucky if you can get a working holiday*

*(Australian): People I have known with working holidays were not teachers. I mean, most of my friends who are teachers came here to learn, like myself.. so we have to rely on our past experience to move us forward... Although people I had taught with back home.. the majority of Australians come over do not see that teaching in England is going to get us a better job back home... because so many Australians come over, coming to England is not a step in the right direction because so many of us come over... the majority of people are on a working holiday to travel, but the fact is that a lot of Australians know what goes on here..*

This comment reveals an important distinction, which will be addressed: some individuals did not see the opportunity to work as a teacher in England as an opportunity to further career back home. For others, such as one teacher from India, it was essential in helping to further his opportunities when he returned home. A teacher from South Africa added:

*(South African): I think it is a springboard from here to Canada, or Australia or the United States...*

All of the people in the focus groups resigned from their positions at home as teachers, and were willing to take the risk in moving to England without having an opportunity waiting for them back home.

Although, for some, working in England was not thought to help further their individual career, everyone agreed that working in England would help their financial status. A South African teacher added that there was a distinction between people from developing countries and developed countries as it related to financial risk and reward:

*(South African): I think the experience of people coming from developing countries is probably different in that sometimes we don't want to go back because the financial constraints at home are.. a lot worse and it is so nice being in a place where there is so much money, it's easy to live, financially*

secure, and much more stable. Whereas South Africa, every time I go back home it's more expensive. Inflation is skyrocketing. It is quite scary as a teacher when you don't get paid very well teaching... I think with first world countries, you feel you can go back, it is a stable country, so it's like coming to England for a holiday. [South Africa] is a country that is not as economically stable as maybe Australia or Canada... I think some South Africans come here, earn a lot of money and go back and that's why they come here – to save a lot of money, and maybe go back and buy a house.. but I think England, despite the behaviour management and how horrible it is, is an attractive place.

### **Teacher Disaffection**

Some teachers spoke of their frustrations with teaching conditions back home, while others spoke of their frustrations with teaching in London. All of the teachers included in the focus group were teaching in 'tough inner-City' London schools, where students have a general reputation for behavioural problems.

Examples of teacher disaffection which motivated teachers to leave their home environments and seek employment in the UK included low pay and low status of the profession.

*(South African): South African teachers are not paid well. They don't get benefits, really. They are not perceived very highly by society. You cannot really live a comfortable lifestyle. A lot of teachers come here and make money and then go back with a lot of money, although I think a lot of them come here and just like it too much and stay.*

### **Discipline Problems**

Every individual spoke up, or nodded in agreement about the topic of the poorly behaved and unruly children in London schools.

*(Australian): In comparing Australian schools to London schools, "but you call it challenging compared to here, is like a walk in the park. You don't have the behavioural sense, the aggression and that sense... there are schools, don't get me wrong, but when you classify any inner city school in England.. it has that reputation... it is also the fact... that housing estates play a big part in that where at home they are not centred around the inner-city. They are more spread out where you don't have a very big influx into one school, whereas most of the people in this school are from a housing estate where they are brought up at a young age in that environment. They don't know any different, and then they go to school and it is the same environment.*

Teachers were shocked by the lack of discipline that they saw amongst the students in the inner-city London schools. One teacher spoke of being hit three times by students in his school. He continued to say that, "When a discipline action occurs, I complete all this paperwork and nothing seems to happen. It is best not to call the child's home in some cases because you might be adding insult to injury.... My main issue back home was violence... students fighting each other, but not the teacher. Yes, you are being pressured to manage your classroom, but how can you manage your classroom if students observe you being disrespected?"

*(Jamaican D): I have been hit by students three times in my school. Three times. I remember in Jamaica standing among three boys who were throwing fists in every direction, using pens at each other, and none of them tried to hit me or stab me or anything like that. I have been hit three times here by students who were not provoked by me. And what happened? Absolutely nothing. They are back in the classroom.*

Many of the teachers did not feel prepared or trained to handle the behavioural management issues simply because they did not exist at home. Both the Indian and Ghanaian participants commented that you would not have such behaviour at home.

Some attributed this to the lack of parental involvement.

*(Jamaican D): In all my teaching I have never had a student, for example, coming into my classroom and using swearwords. I think also back home there is a great deal of support from parents. Also, within the schools themselves, there is a system: if a student does A, then B happens. So, I mean while a student might push a boundary, he or she will know that there are going to be consequences. And here I have been disrespected by students.*

### **Recruitment Agencies**

The majority of individuals interviewed had been recruited through an agency, although some were recruited directly by a school in the Chelsea area of London. Recruitment agencies used several methods to recruit teachers, including advertising on the internet, recruiting via telephone, and advertising in the local Jamaican Sunday newspaper. Individuals also spoke about friends being asked to recruit individuals to take up teaching opportunities. TES and Eteach.com were also mentioned as websites that recruited teachers and were contracted directly by the boroughs. One woman mentioned that her school went to South Africa to recruit teachers, some of whom were unqualified teachers who had never spent any time in the classroom.

*(Jamaican B): You are supposed to have a special tax code depending on your circumstances. I was interviewed in Jamaica by Time Plan. I did not come with them. After the interview, I was assured of a job and after waiting almost a month or more and almost ready to go back to work in September I heard nothing from them, and then a good friend of mine helped me to get a working holiday visa. When I came here, I did not know of any other agency so I went back to Time Plan, regrettably so, and again, they told me that you didn't pay any tax for the two years.*

*Protocol Article 4C: The interviewing panel should meet as soon as possible after the closing date for applications to determine a short list of candidates. It is important that all candidates, in the normal course of events, be informed of the outcome of the interview process within one week of the interview.*

*Protocol Article 2C: The Ministry of Education of the Source Country has the responsibility to contact the Recruitment Business by letter giving approval / non-approval to their requests within one month.*

*Protocol Article 2D: The Recruitment Business shall inform the Ministry/Department of Education of the number of actual Recruited Teachers and their specialisations within a period of fourteen (14) days after the recruiting process has been completed. The Ministry/Department of Education must be informed even if the Recruitment Business has not been able to recruit any teachers*

### *Information Needs*

The majority of recruits were given little information before coming to the United Kingdom. One Jamaican teacher was given some information on the cost of housing and other expenses, but it proved to be very misleading. As he stated,

*After I was in the job, they sent me another package about what my salary would be and the cost of living... about £ 200-300 a month in London. What*

*they did not state, though, they did not tell you about council tax, and other expenses that you would incur.*

It should be acknowledged that the UK government initiated Quality Mark - a joint initiative between the Department of Education and Skills and Recruitment and Employment Confederation- to improve recruitment standards, but one must also address the issue of compliance with this standard (See Appendix). It would seem that this particular agency that provided this information, and subscribes to Quality Mark, clearly provided , incomplete and misleading information to this recruited teacher at the time of his recruitment.

#### UK Response to the needs of Recruits

Teachers spoke about inconsistencies between the information they received in their home (source) countries and the information that they received upon arrival. Before arrival in the country, they were uncertain about their contractual terms. Also, qualification issues, and qualification requirements for teaching in the destination country were unclear before arrival.

*(Jamaican E): They did not tell you about council tax, other expense, TV licence. It doesn't give any immigration information such as if you have a family, or if you have children that you would like to bring into the country. It just says about shopping and dining out, and that sort of thing, it doesn't give you any in-depth information. That has been my observation.*

*(South African): I arrived in this country with £100 . No one told me how far the money would stretch. I arrived, met some friends, and slept on their floor for four weeks.*

*(Jamaican D): I would say that the information that we got wasn't really accurate and I don't know if it was to sort of attract. For example, pay in terms of taxation, etc. Because one of the things I remember is that we were told that for us in our circumstances, there would be a tax holiday type of situation where if you agree and are coming to teach for the two years, you will not be paying any taxes. Even after being here, they were still saying it – you are not supposed to be paying taxes. If you start on a third year in the classroom, that is when you are supposed to be paying.*

*(Jamaican A): They say that and then afterwards though if you explain that if you don't pay tax but you stay for the third year then you will have to pay back all of that tax. The day over the two years you would have to pay everything that you have not paid before.*

Protocol Article 1: The Recruitment Business shall have professionally designed forms, contracts and other documents, to be available for inspection, with respect to the international recruitment of teachers. (Reference to ILO Convention 181, Private Employment Agencies Convention, Article 8.2. Where workers are recruited in one country for work in another, the Members concerned shall consider concluding bilateral agreements to prevent abuses and fraudulent practices in recruitment, placement and employment.

Protocol Article 3: Recruitment Businesses must ensure that their promotions, promotional literature and their advertisements, including those on their websites and those involving third parties, accurately and truthfully describe the nature of the services they are offering.

*(Jamaican B): I didn't know that you were supposed to get that special tax code when this goes back to the Inland Revenue. Hence, you either don't pay tax or you re refunded that money because you pay for emergency tax. I was taxed extremely heavily for the first two years. The latter part of my second year I received a note from the Inland Revenue with a cheque for a very small amount of money, and they said that this was your regular return of*

your taxes. The agency which recruited me was saying that you should receive all of the tax that you have been paying which was not so. And I have been teaching with them for two years. But I did not do full time teaching. I did supply teaching and they said in that case that is where you don't pay any tax at all. Another story I am hearing when you are on a working holiday visa, you are not supposed to pay tax which I did not know because there are many of my friends who are on working holiday visas who are paying tax. They were not aware and some of them have not received anything back. I am one of the lucky few who have received back some money.... It is really really stressful. As I said, on the day of interview they should say this is what we have in terms of whatever information that you need – this information – like bills and tax is one of the most important things that you need to have.

Protocol Article 2A: The recruitment business must attach the following documents to the letter seeking authorisation from the Ministry/Department of Education of the Source Country: (i) Evidence of proper business registration in the Recruiting Country; (ii) Statement of the number of teachers to be recruited; (iii) Confirmation that candidates are being interviewed for registered vacancies only; (iv) Statement of the qualifications, competencies and any areas of specialisation required, and numbers thereof; (v) Statement that fee will not be charged to candidates; (vi) Sample of contract offered to the Recruited Teacher; (vii) The content of the advertisement / promotional literature to be used in the Source Country

### *Discrimination in the Recruitment Process*

Evidence of cultural discrimination in the recruiting process was identified.

(Jamaican E) They wanted black teachers to work with the black children. But they were getting South African teachers to work with the Caribbean children who could not understand what they were saying.

The teachers also spoke of the perception of Jamaican teachers.

(Jamaican E): They said that the Jamaican teachers were the most 'stick to it' teachers as well... most of the teachers just give up, but the Jamaican teachers stay.

One black South African teacher was told by a recruitment agency that she should change her accent to make it sound more British. Her white and Indian South African colleagues had not received a similar request. In another situation, the school was not as selective as it should have been in its recruitment efforts:

(Jamaican E): I know teachers at my school who have sent people down to South Africa to recruit and at the end only one person is left because the people that they recruited they just recruited at random.. meaning I don't know what they did but they went there and anybody that would apply they just took them. Like the first ten people who applied, they just took them so that there was one man who said that he had never taught in a school. He had only taught in prisons and had been recruited to teach in my school. He came and he was there for one month. The children said that they cannot understand his accent and the school asked him to go just like that. One other guy, he had actually taught in a school, he stayed for one week, one week!

Not only would this prove to be disruptive for the school and the children, it would also seem to be a very costly recruitment effort.

### *Qualifications and QTS Requirements*

Teachers were given very little guidance about qualifications they would need to teach in the UK, and the QTS scheme, or tax issues related to pay. All of them

arrived in the country as qualified, experienced teachers and were not made aware of the process required to become qualified in the UK to teach after the first four years, and the limitations of salary associated with levels of qualification. Yet,

(Jamaican D): in England you do a content degree... in Jamaica you do a content and methodology degree, so you are doing education and content at the same time.

Currently, the system is focussed on the qualifications of its teachers, rather than the equivalency of training and skills as a teacher.

(Jamaican B): I heard a story that a man... was trained like us in Jamaica, went through the rigorous training in a teacher's college, had about 15 or 16 years teaching experience, to a point where he was made head of the department. I think he taught PE or industrial art, made head of the department. Upon arriving in the UK and contacting his school for a job, not through an agency he wanted to find a job on his own, who told him listen here now: According to our standards you are not a qualified teacher. I think it would best suit you if you seek a job as a classroom assistant. He was so angry. He said, "How dare you tell me that! I am a teacher."

(Jamaican D): I have a colleague who has two degrees from British institutions, she has been teaching for several years, has all kinds of credentials to her name. and the other issue is that she was given most of the responsibility in the department. She is doing INSET training. This person has never come across Bloom's taxonomy which we learn in the second year in teachers college, and these people are telling me that her degree is better than my diploma?

Not one of the people interviewed received detailed information about the QTS requirements before arriving into the UK. They were given little guidance about the process, their entitlements, and the longer-term expectations about the profession.

(South Africa): It was not until recently that I started to put together the pieces of the jigsaw. When you are employed by a school, especially if you are employed directly by the school, you are entitled to a mentor and that mentor guides you into the process of QTS. Because actually every school has an SMT – a senior management team – and one person is normally appointed who should be in charge of all of the new teachers undergoing the QTS and should serve as your mentor and liaison with the Teacher Training Agency so that when it is time for someone to come and assess you, you are adequately prepared for this assessment and are given a sheet as you need, which you and your mentor are supposed to fill out, which are the lessons that you are assessed on, and you are given feedback. You have to do this assessment, numeracy and ICT, I think it is, and you can do it through the web, or you can phone up and ask for the CD and rehearse the test as it were, as many times as needed, and that is it really.

(Jamaican E): I have spoken with Jamaican teachers [who] were told that they would have to do the QTS from the time they were interviewed in Jamaica. They were told so. It is dependent on this school. Actually, all they were saying in that meeting was that they were told at interviews that they would have to do the QTS, so different schools and people have different demands. No school can have more than six people at a time doing the QTS. Unfortunately, they are very selective, so that they tend to select the teachers from America, New Zealand and Australia to do the course before others.

Protocol Article 4A: Communication with applicants from Source countries initiating contact with the recruitment business through letter, website, e-mail or telephone: The Recruitment Business shall first direct the applicant to the appropriate government body.
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Protocol Article 4B: The Recruitment Business is expected to provide fair, clean and accurate information to applicants. The Recruitment Business staff should meet with applicants face to face and not through video conferencing. A panel of the staff should be used for the interview.

The Recruitment Business shall:

- (1) Inform the applicant of the services provided and the services not provided by the recruitment business;
- (2) Inform the applicant of the entire procedure required for obtaining a teaching post in the Recruiting Country;
- (3) Ensure that the procedures for submitting application details to the Client are agreed with the applicant;
- (4) Inform the applicant of whether the post reflects his/her academic qualifications and experience;
- (5) Inform the applicant of the total remuneration package and the grade of the post.

The Recruitment Business shall not:

- (6) Deliberately induce an applicant to leave his or her employment whilst placing the candidate in another city, type of school, etc. than that agreed to by the applicant.

## Comparison of Classroom Standards

Inevitably, teachers spoke about their experiences teaching at home and compared them to those they have had teaching in London. Some teachers felt that they had become better teachers since they arrived in the UK and felt that the national curriculum has restricted their teaching to a point of deterioration and has caused them more frustration with teaching.

*(South African): I used to get up and teach from a textbook, and no one ever worried about me. I was a terrible teacher and I have come here and realised how much more there is to teaching and how much more effort you can really put into it.*

*(Jamaican C): The resources here compared to our resources? [There] we had one tenth of the resources.*

Both of these teachers have had positive experiences, using different resources in the classroom and learning different techniques. Others, however, have had the opposite experience.

*(Jamaican B: )The curriculum allowed for a certain level of informal teaching as well. I find that to be very absent here. Granted, there are going to be concerns, but when it is to the point of not having informal learning, because everything has to be done in the classroom. It is so hard and fast. Sometimes, you want to take the class into the field. Get them outside of the classroom. Well, it is not safe to do that kind of thing. Or, you are not allowed. So the level of creativity is so much more [in Jamaica]*

*(Jamaican D): One of the things I have noticed which is global is that students are connected when you are connected to them... I find that I don't get to exert myself in this curriculum. I used to have students do poetry evenings. I do not feel compelled or have the interest to do that kind of thing because of the way the curriculum has you confined to certain (things) and all of that makes my job.. I feel like my standard has dropped in that respect. I feel that I am conforming to the curriculum, the requirements of the curriculum rather than (being) a teacher to my students.*

This was an important finding. One of the general assumptions is that teacher mobility will lead to greater job satisfaction, not more disaffection and frustration with the profession. The Jamaican teachers, in particular, have found the British system of examinations to be very restrictive, and also have not been able to use effectively their own skills from teachers' college. The irony is that Jamaican teachers are especially sought because of the similarities between the Jamaican and English systems of education.

*(Jamaican F): When you talk about the exams.... I have noticed up to recently you don't teach the kids here to pass the subject. You teach them to pass a particular exam which is set. Yet, even modular exams... I find that I teach the kids to pass that particular part. Yet, back home, you would be teaching the kids to pass any exams of that subject, or whatever. We had very good students but slow in terms of education and all of that because it is a farming community and the sources are totally limited. And even then teaching those kids was dead easier, teaching the kids who wanted to learn, or whatever. These kids, it doesn't matter.*

*(Jamaican D): In some cases modular exams are multiple choice. Now in Jamaica when I did multiple choice papers, you have the options before you but the paper is structured in such a manner that although all you need to do is circle the answer you spend five minutes trying to determine the answer. But here in a multiple choice paper the answer is so blatant... It is in your face....We are taught how to set multiple choice and use proper distractors.. we were trained how to do that. We did that as a course. How to set questions.*

*(Jamaican B): Another thing I would add in terms of students' achievement in comparing two countries,, In Jamaica, we do not lower the standards for students to pass. Now here because they are told that 75% should be getting ABCs, what the school must do is juggle the exam boards . So, if this board is producing an examination which is easier to pass than another board, then schools will opt to go to that easier exam. So they will be seen to be producing results, when in effect the students are not producing any better. Now in Jamaica what we do is find different strategies to reach our kids If we must take them outside and let them feel relaxed then we do it. If you must have extra lessons after school then you do it. You do what is necessary to bring them up.*

## **Class Size**

Class size was discussed briefly, but was not raised as a point for teacher disaffection per se. One teacher did make the association between classroom size and linked it to behavioural problems and the difficulty the teacher has in monitoring larger classes. For the teacher from Ghana, the class size in England was a drastic improvement.

*(Australian) You are in a class of 30 whereas at home there were 20. You reduce ten less kids.... I have found here that they want you to include all of these students, and that's great but you are at a school that is challenging, but yet (you can) go to other schools which are not challenging but the population of the students in there is half the population (of your present school). Then you are coming to a challenging school, and everyone knows that it is behaviour, but the fact is that nothing is being done about a strategy.. well, let's filter out some of them (students)...*

*(Ghanaian) I think a class of 20 is just excellent because we used to have 50 or 60 back in Africa. If your class was 30 you were lucky. It would be a very posh private school to get 30 kids in a classroom. The thing is, if you tell a kid to sit down and put a pen down, he does it. He'll do it straight away.*

## **Administration requirements**

Besides behavioural problems among the students, teachers also mentioned administrative requirements as a key reason for job frustration.

*(Indian): I also feel sometimes.. you also have lots and lots of administrative work.. it takes as much of my time, every day two or three hours spending on this, rather than improving my lesson. At weekends also, calling the parents from my home.*

*(Australian): Every form you fill out is not teacher-friendly. As a teacher you cannot prepare a good lesson... you are not using resources to the full potential because the fact is that you are doing all of this paperwork. Back home, we had a person who did your stuff. It's the same thing – we had one teacher who literally rang parents every day, and you were left to teach. At this school... you don't get the time to sit down and prepare a good lesson.*

*(South African): I think it is worse, as well, for some of the middle managers. The people who run forms.. and they don't get a chance at all to prepare teaching. Teaching is a very demanding profession.*

One Australian teacher mentioned his previous working environment where certain staff were appointed specifically to handle the administrative tasks, which enabled the teachers to devote time to their lesson plans, working with students, and improving their methods as teachers. Others commented on the potential advantages of such a system.

### **Summary**

This review of both quantitative and qualitative data has resulted not only in the discovery of reasons for teacher disaffection and teacher loss, but also revealed methodological issues in assessing the impact of teacher loss. The pan-Commonwealth survey and statistics available from other sources, particularly from the UK, helped us to understand the scope of the problem and determine some of the frequent paths of mobility across countries. The focus groups helped provide insight into teachers' perceptions about the profession, factors contributing to frustration, and long-term ambitions. In determining the impact of teacher loss, one needs to more fully understand both the immediate, and the long term impact of teacher loss. Are the ramifications different in losing a newly qualified teacher who wishes to obtain a working holiday permit than in losing an experienced one who is planning to retire.

Two factors are very important to consider: What is the overall population of the source country? What are the age demographics of the source country? Clearly, small states will suffer most in trying to replace already scarce human capital. However, more needs to be understood about the needs and ambitions of those teachers who choose to leave small states, and about the means which will be required to retain them. The mass retirement of experienced teachers, primarily in Canada, Australia and the US, is fuelling demand for teacher recruitment. However, in an era of globalisation and information technology, what type of teachers are needed to replace this lost capital? Do we fully understand the skills, talent, and cultural backgrounds of the teachers needed? Do they fully understand the implications of their move, the cost of living in what seems to be a new place full of opportunity? These are all areas for further research.

### **Section 3. The Teaching Profession and the dimensions of teacher loss due to recruitment, teacher disaffection, career change, and HIV/AIDS.**

Based on the findings of the data, some general statements can be made about teacher recruitment, teacher disaffection and career change. Unfortunately, due to the nature of the sample, HIV/AIDS did not come up as a point in any of the focus groups. Similarly, retirement also did not feature in the discussion apart from one Jamaican teaching briefly mentioning that he would plan to retire soon.

#### **Recruitment agencies play a key role in teacher mobility**

As the founder of one recruitment agency stated, "International recruiting is nothing new. In the corporate world, the most sought-after position is engineers; in education, it's teachers." The recruitment business is based on the principles of industry, and can be very profitable. The mobility of labour is a global reality and the demand for teachers remains very high throughout the world. USA Employment, a two-year-old Houston company, has placed 75 teachers from India in 15 school districts in Texas, Indiana and Connecticut in the United States. The founder claims that the teachers, most of whom are female, have left behind classes of 50 students, pay that is the equivalent of USD\$2,000 a month and a tight job market where up to 1,000 teachers interview for one job at a good school.<sup>xiv</sup> The Indian teacher validated these statements, commenting that recruitment firms which had focused on recruiting IT talent to go to the United States were now focussed on recruiting teachers. As he explained, his pay in London was also substantially higher than it was at home.

Just as one must analyse the impact of lost resources on the organisation, one must also consider the impact of the loss of a teacher to the school and community. In the developing world, where one teacher may teach up to 70 students in a community where a teacher's role extends beyond the role of instructor to that of supervisor, HIV/AIDS counsellor, disciplinarian and community leader, the impact of teacher loss has wider implications than in industrialized societies where the teachers role may be more limited to classroom duties

Nichols Employment Agency, advocates a plan to engage the United Kingdom and Caribbean Governments, Caribbean training colleges, and local recruiters to bring professionalism into the process. As they advocate, it is important to include government, the education system, and private industry in developing any major initiatives on a global scale. It will also be extremely important in the wayforward to address international recognition of qualifications.

#### **Teacher qualifications**

There is also an important distinction to be made between the qualifications needed to do 'supply teaching' (or to be a 'substitute teacher') and the requirements to teach full-time in the classroom. The different requirements of these two jobs is affecting the supply and demand for teachers and impacting the labour issue. One American recruitment agency targeted hiring teachers from India and the Philippines to address the issue 'that they had 100 unlicensed long-term substitutes on staff and [were] losing licensed teachers to nearby districts that paid better.' They argued that as the new recruits arrived from the developing countries, "the competition is forcing unlicensed substitutes back to school to keep their jobs." One could argue that the market is working, but at the expense of the developing countries losing their most qualified staff to work in the American schools. Is there a way for the market to work more efficiently if the most qualified career teachers in India are competing with the unqualified teachers in the United States? In the focus groups, several teachers spoke

of having holiday visas, having the opportunity to travel, and earn money as supply teachers for two years. Should the qualifications and long term ambitions of the individual teacher both be factors in the recruitment process and targeted position? These are also areas for further research.

Also, how can UK NARIC and other organisations in other countries correctly evaluate the equivalency of teacher qualifications? Anomalies exist in the current schedules for the remuneration and status of teachers from recruiting countries when they are compared to those recruited from source countries. A teacher with over ten years of experience in Jamaica may arrive as an unqualified teacher in the United Kingdom and be subjected to a different pay scale before obtaining the QTS. How can ten years of experience be assessed and understood in the new (in this case English) context?

### **Teacher Disaffection**

Several reasons were cited as to why teachers wish to migrate. These include personal ambitions to improve their financial standing, travel, gain experience, and learn from elsewhere. However, when expectations were not met, compensation was not fully understood, and conditions were worse than anticipated, teachers became disaffected in their new environments.

*Compensation should be made clear*

Teachers are tempted by recruiting agencies with offers of daily rates for teaching of between £100 and £130 . For example, the average principal in Jamaica earns about J\$40,000 a month (nearly £600) while the average class teacher earns in a month J\$24,000 or close to £350, which is less than they would earn in a week in Britain.<sup>xv</sup> However, if these supply teachers become ill or must be absent for the day, they are not paid.

*Teachers must be motivated*

Teacher mobility does bring advantages of experience and gives teachers a different perspective in the classroom. Allowing teachers to experience other teaching environments can help improve their attitudes toward teaching at home in the Caribbean region. For example, Caribbean teachers have found a lack of discipline in the New York classrooms. In theory, teachers could gain extra qualifications and beneficial experiences from their overseas experiences. However, steps need to be taken to secure such benefits. In this study, we found evidence of teachers frustrated by the requirements of qualifications, frustrated by constrictive teaching methods, and bogged down in administrative work. If they had been frustrated about the profession before moving abroad, it is only likely that they would become more frustrated. Minister of Education for Barbados, Greenidge indicated that a protocol was needed to set out conditions which would specify the length of time that teachers would be allowed to work in the foreign countries, and what would be expected of them when they returned. Other suggestions from ministers included:

- A Caribbean consensus would enable the countries to better negotiate with the rest of the world, and could also be used to reach other regions such as the Pacific Islands.
- The Caribbean region should not restrict, but should limit the number of teachers who were approved to go and work overseas, and systems should be in place to ensure that teachers will want to return home.

- Caribbean countries should work towards negotiation of some form of package with developed countries which would compensate for the loss of teachers to the region through recruitment.

Trinidad and Tobago engaged in improving teacher development programmes, sabbatical leave, assistance programmes, and a revision of school management systems and a compensation review. Guyana is pursuing a policy of teacher training and continuing efforts to improve the compensation of teachers.

Stephen Castles, argues that long-term solutions to the issues of migration lie in source countries. This implies a combination of policies aimed at reducing incentives to emigrate by improving economic conditions and human rights in the countries providing the labour.

The Minister of Education for Trinidad and Tobago, Hazel Manning, reviewed some of the human resource strategies used to encourage teachers to remain in the country, which included:

- the introduction of teacher development programmes;
- the revision of the teachers' compensation package;
- the introduction of teacher sabbatical leave;
- the revision of school management systems;
- the modernisation of schools and teacher training colleges; and
- teacher assistance programmes.<sup>xlvi</sup>

Minister Manning claimed that the desire to become a teacher in Trinidad and Tobago had increased. As Burchell Whiteman, Minister of Education points out, Jamaica and the rest of the region cannot compete in terms of money, but there are other initiatives which can be taken. In Jamaica, scholarships were being offered to aspiring teachers and plans are being put into place to train all teachers to graduate level.

Policy makers and organisations, such as VSO, have encouraged people to think of teaching not as a career for life but as an occupation which might be undertaken for a period of years, before turning to or returning to another profession. Several people who were interviewed had that perception for themselves, or for their friends - that teaching was a way to travel, contribute, explore, gain better financial security, as well as serve in the classroom.

#### **Section 4. Additional findings related to teacher loss and the teaching profession**

As acknowledged by the World Bank, one of the most easily demonstrable causal relationships is the teacher's role in influencing pupil achievement. VSO points out that this is particularly true in developing countries, where school-related factors are more important in determining achievement than non-school related factors. It is also worth noting that a pupil teacher ratio of 57:1 means much higher average class size because of administrative duties, in-service training, sickness, and so forth. The responsibilities of teachers have many facets. Not only are they instructors, but the context in which they work may require other responsibilities. In rural areas where students board, they are expected to have a pastoral role. In areas affected by HIV/AIDS, they may very well become counsellors and distributors of information: teachers are having to adapt their practice and organisation of education in response to the impact of HIV/AIDS. Although the educational systems across the Commonwealth may share many of the same roots in the British tradition, the role of the teacher is likely to vary considerably from country to country and in each setting, as teachers develop their own expertise, suited to the context of the job.

The most extensive set of data gathered on the teaching profession to date, worldwide, was released on 5 October, 2002 (World Teachers' Day). The survey found that: Two-thirds of the world's 59 million teachers live and work in developing countries. The number of primary teachers in these countries increased by almost 9% between 1990 and 1995, but the primary school age children there rose by the same amount. At secondary level, the number of teachers grew substantially faster than the secondary school age population in developing countries (14.3% and 6.0% respectively). In the Least Developed Countries (LDCs) the difference was not as great – 16.4% and 13.9% respectively.

- Almost half (228 million) of the total youth population of secondary school age in developing countries and least developed countries is out of school. As more young people get into school, demand for teachers will increase dramatically.
- Most teachers surveyed have the national academic qualifications to do their job, but these qualifications vary widely and in many of the LDCs the majority of primary teachers have, at most, a lower secondary qualification, and frequently no professional training at all.

The ratio of primary school age children to teachers of the least developed countries has an estimated mean of 57. UNESCO points out that in 1995, the out-of-school population of secondary school age children in developing countries amounted to almost half of the total youth population of secondary school age children, and indicates the large demand for qualified teachers needed in the future.<sup>xlvii</sup>

<b>Percentage increase in the number of primary and secondary schoolteachers and children and youth of school age, 1990-95</b>				
	Primary Schoolteachers	Primary school age children	Secondary schoolteachers	Secondary school-age youth

	(% increase)	(% increase)	(% increase)	(% increase)
Developing countries	8.8	9.0	14.3	6.0
Sub-Saharan Africa	16.9	16.2	12.0	13.8
Arab States	25.5	15.1	23.8	9.0
Latin American and the Caribbean	12.2	3.5	11.6	5.9
Eastern Asia and Oceania	2.2	9.2	12.5	-4.5
Southern Asia	13.9	8.3	14.8	12.0
Least Developed Countries	17.5	12.5	16.4	13.9

Note: Definitions of regions or country groupings are those utilized by UNESCO. The UNESCO classification of the least developed countries comprises Afghanistan, Angola, Bangladesh, Benin, Bhutan, Burkina Faso, Burundi, Cambodia, Cape Verde, Central African Republic, Chad, Comoros, Democratic Republic of the Congo, Djibouti, Equatorial Guinea, Eritrea, Ethiopia, Gambia, Guinea, Guinea-Bissau, Haiti, Kiribati, Lao People's Democratic Republic, Lesotho, Liberia, Madagascar, Malawi, Maldives, Mali, Mauritania, Mozambique, Myanmar, Nepal, Niger, Rwanda, Samoa, Sao Tome and Principe, Sierra Leone, Solomon Islands, Somalia, Sudan, Togo, Tuvalu, Uganda, United Republic of Tanzania, Vanuatu, Yemen and Zambia.

The job description for teaching varies widely across all countries. In many developing countries, double or even triple shift schooling is becoming more popular and may require teaching several shifts in any one day. The length of school year, number of hours of class attendance per day, length of the teacher's working day, number of classes for which a teacher is responsible, and teacher's duties are all factors to be considered in the job description. And the opposite problem of small isolated one-teacher schools with multi-grade teaching.

It is important to acknowledge, however, that in many developing countries there are significant numbers of secondary age youth enrolled in primary education, as repeaters or late entrants. According to UNESCO/ILO, in some countries these represent over one-third of primary enrolment.

The ratio between pupils and teachers based on headcounts in primary schools is nearly twice as large in less developed regions than in the industrialised countries, and nearly three times as large in the least developed countries. According to 1997 statistics from UNESCO (published in its 2003 study), pupil/teacher ratios ranged from 30 students per teacher in Botswana and Ghana to more than 50 in Malawi. In India, the ratio is estimated to be 47. In many developing countries, high pupil/teacher ratios are links to high drop-out rates.

The findings in our focus groups were consistent with a wider study conducted in the UK by Melissa Coulthard and Chris Kyriacou (2003) to explore 500 university graduates' views of teaching as a possible career option and reasons for disaffection in the teaching profession and also to identify ways to retain teachers in the profession. Reasons for teacher disaffection, which were similar to those identified in the focus groups, included:

- Low pay
- Perception that teaching was 'inferior'
- Large workloads, required administration role, extensive paperwork
- Perceived lack of long-term security in the teaching profession. Although teaching has traditionally been seen as a long-term, secure job, more older teachers are being replaced by younger ones for financial reasons.
- Discipline problems with the students in the schools

Strategies for recruitment and retention which were proposed by Couthard and Kyruiacou included:

- Improvements in the working environment, including higher wages and resources in line with those offered in the private sector, such as access to computing equipment, internet facilities
- Reduce class sizes
- Teaching needs to be more accessible to those who want to teach and did not follow a national curriculum subject
- Increase money available to hire non-teaching staff such as secretaries, administrators and counsellors to deal with the paper work and focus on the discipline problems in schools
- "Teaching needs to be shown as enjoyable, sociable, intellectually challenging, and offering the opportunity for foreign travel."

The 15<sup>th</sup> Conference of Commonwealth Education Ministers has chosen the conference theme 'Closing the Gap – Access, Inclusion and Achievement'. Similarly, the Dakar (2000) framework of "Education for All" focused on access, equity and elimination of gender disparities but put less emphasis on the quality of education. The evidence from this report alludes to a difference between access to education, and access to quality education. The role of the teacher is paramount in providing this quality. Securing teachers, requires securing their position, another motivation, and providing them with the best means to enable them to teach.

## **Section 5. Recommendations for Further Investigation**

The findings of this study provide insights as to how Commonwealth countries could work together to potentially minimise the gap between teacher demand and teacher supply and counter unethical practices in the recruitment of teachers. They also helped to identify important areas requiring further investigation:

### **1. Further investigate the consequences of teacher mobility at home**

In the focus groups, teachers alluded to the conditions at home, reasons they left, and their ambitions to return home. However, without further investigation we cannot understand the impact of their absence on the home condition. If teacher mobility is a fact and a growing trend, how can we better plan for the absence of teachers? And how do we prepare for their return into society at home in a similar capacity or a different one? In India, a system has been adopted called the 'third border strategy' whereby scientists are free to migrate for about three years and then return to their jobs without any loss of benefits or status.

### **2. Further explore the definition of the job as teacher**

For some, teaching is a transitory profession. Many individuals embark on teaching as something they might want to try for a few years, or pursue as a secondary or later career. For others, it is an intended path for a full-time, long career. In the context of the changing nature of many professions, this must be taken into account in resource planning.

L. Alan Winters and his colleagues distinguish between those seeking employment on a permanent basis and the temporary movement of skilled labour and the added issue of how to ensure that movement is temporary. In the analysis and establishment of a code or practice, we must analyse the nature of teaching.

### **3. Further explore the practices of recruitment firms, and compliance with initiatives such as the Quality Mark**

This study has revealed several unethical or misleading practices by recruitment firms. Evidence was found in the focus group to support many of the initiatives drafted in the Protocol and verified the need for such a document. However, the question of compliance remains. The Quality Mark was an initiative by the UK government which should be explored in more depth.

In conjunction with exploring ethical practices, we also need to explore practices which are least disruptive in the interest of the children. One suggestion by Senator Whiteman from Jamaica is to establish an agreement to prevent the recruitment of teachers mid-way through the school year, to prevent further disruption and challenges to find replacements for the vacant posts without disrupting the progress of students.

### **4. Explore in detail the issue of qualification requirements, and the compatibility of requirements based on the needs determined by certain jobs.**

**5. Investigate the true requirements for supply and permanent teachers.**

One American recruitment agency targeted hiring teachers from India and the Philippines to address the issue 'that they had 100 unlicensed long-term substitutes on staff and [were] losing licensed teachers to nearby districts that paid better.' They argued that as the new recruits arrived from the developing countries, "the competition is forcing unlicensed substitutes back to school to keep their jobs." One could argue that the market is working, but at the expense of the developing countries who are losing their most qualified staff who are targeted to work in the American schools. One could ask, however, is there a way for the market to work more efficiently if the most qualified teachers in India are competing with the unqualified teachers in the United States?



## **APPENDIX A – The SAVANNAH Accord**

Whereas Ministers of Education of the Commonwealth Caribbean, meeting at the Savannah in Barbados, on this the second day of July, 2002, are deeply concerned about the loss of teachers from our education systems<sup>1</sup>, and are in accord that swift action is needed to address this situation; conscious nevertheless of the potential opportunities for our countries available through a structured and well-managed programme of teacher exchange and of trade in skills;

We call upon our colleague Commonwealth Ministers of Education in general, and the thirty-two Ministers of Education of Small States in particular, on whose countries the depletion of the human resource in education has the greatest immediate and prolonged impact, to:

- ❖ Conduct national research to **determine the extent of teacher loss** and the short and long-term impact on each country's education system and provide the outcomes of this national research to the Commonwealth Secretariat within a three-month period from this day
- ❖ Intensify the **sharing of information on best practice** within the member states in relation to human resource and performance management strategies affecting our teachers and our schools
- ❖ Support **the conduct of a Pan-Commonwealth study** of the problem, findings of which shall be presented at a special session of the 15CCEM in Scotland, 2003, entitled "Teachers at Risk"
- ❖ **Mandate the Commonwealth Secretariat to develop a draft protocol/code of practice for the recruitment of teachers** in the Commonwealth which should include:
  - A development assistance programme by recruiting countries to compensate for the loss of human capacity.
  - Regulatory guidelines and controls for recruiters which will address the standards and quality of the recruitment process from contracting stage through orientation and induction of teachers.
- ❖ **Invite the collaboration of diplomatic representatives of Small States-** Consuls General, High Commissioners and Ambassadors – in negotiating with representatives of recruiting agencies, states and countries.

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<sup>1</sup> Whether for reasons of recruitment by other countries, disaffection with the teaching environment leading to career change, or death due to the HIV/AIDS epidemic.

## **APPENDIX B – The Quality Mark**

[Source: <http://www.rec.uk.com/press-centre/qm.htm>]

The Quality Mark is a joint initiative between the Department for Education and Skills (DfES) and the Recruitment and Employment Confederation (REC), which is an industry body for employment agencies and businesses. It is hoped that it will improve the standards of supply teachers for both supply teachers and the schools that use them.

The Quality Mark sets the minimum standards for agencies and local education authorities to reach in such areas as the way they recruit and interview supply teachers, the way they check and manage their supply teachers and the way they stay at the forefront of changes in the teaching sector. The REC administers and awards the Mark, in close cooperation with the DfES. All LEAs and agencies (trading for at least one year) which provide temporary teachers are eligible to apply for the Quality Mark. They will be required to submit written evidence to show that they meet the standards as outlined. Checks will be made.

The main objectives of the Quality Mark are:

- To recognise private sector supply agencies and LEAs who are able to demonstrate that they meet standards of good practice in managing and providing supply teachers for schools;
- To enable schools and temporary teachers to feel confident about the quality of the agencies and LEAs with which they are dealing;
- To raise the standards and status of supply teaching; and
- To recognise the contributions made by supply teachers, agencies and LEAs in supporting schools.

As of September 2003, the following organisations have been awarded the Quality Mark:

Academy Supply Agency Ltd; Capita Education Resourcing; Celsian; Dream Education; Focus Education; GB Recruitment (Staffs) Ltd; GSL Education; ITN Teachers; Kelly Educational Staffing; Link Education Ltd; Louis Paul Recruitment; Protocol Teachers; Quay Education Services; Reed Education Professionals; Renaissance Education; Select Education Plc; SOS Education Services; Standby Teacher Services; Supply Desk; Supplynet Recruitment Ltd; Teach London; Teachers Workline; Teaching Personnel Ltd; TimePlan Education Group Ltd; and UK Teaching Appointments Ltd.

### **The Quality Mark Selection and Referral**

Standard	Referral
1. All relevant checks are undertaken. Schools notified in writing of checks not completed.	Statement of selection and referral policy; registrations with CRB; standard check forms (e.g. for identity, permission to work, GTC registration, references, and qualifications checks); standard medical declaration.
2. A personal face-to-face interview is conducted by a trained interviewer.	Standard letters (or invitations to attend an interview); interview notes; recruitment policy statement; CVs / training records of interviewing staff.
3. Relevant induction materials are provided in writing, including a clear statement of arrangements for pay, conditions or employment and pension entitlements.	Copy of standard teacher's contract. Joining / introduction pack.
4. At least two references are followed up in all cases, including previous agencies/ LEAs with whom the teacher may have been registered and Headteachers.	Standard letters. Recruitment policy statement
5. Where an agency/ LEA recruits overseas, local recruitment requirements are satisfied. Overseas	Statement of policy on overseas recruitment. Exemplar induction materials for overseas teachers,

teachers are familiarised with key aspects of English education provision. And, where appropriate, the standards of this Mark are fully adhered to for overseas teachers, including home country reference and criminal record checks.	to include explication of National Curriculum requirements and Key Stage standards.
6. Solicits feedback on teachers' performance from schools.	Feedback forms/ policy statement.
7. Acts on schools' comments by giving regular feedback to teachers and assists in identifying development needs.	Feedback forms/ policy statement.
8. Has procedures in place for terminating the engagement of teachers where appropriate.	Statement of management policy including child protection/ discipline/ complaints statement. Details of procedures for making referrals to GTC, DfES, police in cases of incompetence/ misconduct.
9. Where appropriate (i.e. LEAs), facilitates the appraisal of supply teachers who are eligible for the performance pay threshold.	Statement of management policy.
10. Provides information about opportunities for professional development.	Statement of management policy. Examples of information circulars.
11. To assist and support teachers' preparation, provides access to CPD and curriculum materials and equipment as required	Inventory of available materials, opportunities and equipment.
12. Takes all reasonable steps to ensure teachers are provided with relevant information about schools (e.g. timetable; directions; details of the class(es) they will be teaching; information about any pupils with special educational needs; other adults (i.e. teaching assistants); line management arrangements	Induction pack Information sought from schools
13. Contributes to the compilation of a personal portfolio of training and development for each teacher, recording: training undertaken; assessments; qualifications; and appraisals.	Example of a personal portfolio; training policy statement.
14. Maintains knowledge and awareness of current initiatives in education.	CVs of all educationally qualified personnel (eg. Qualified teachers)
15. Provides opportunities for specific personal development for NQTs (opportunities for induction); and overseas trained teachers (opportunities to pursue QTS through employment based training routes).	Statement of policy on Induction for NQTs and overseas teachers.
16. Provides schools with accurate teacher profile information (i.e. outlines how it will meet the school's requirements, endeavouring to provide teachers with appropriate skills and qualifications).	Copy of material sent to schools.
17. Communicates recruitment policy to schools.	Policy statement on contacts with schools.
18. Transparency in dealing with schools is important, especially in relation to charges. Agrees charges with schools and pay with teachers and informs schools in advance of any significant changes to previous rates.	Statement of policy on fees and charges. Information provided to schools on fees and charges (if difference) Copy of Terms of Business.
19. Follows up complaints and concerns (from schools and teachers) arising from the placement of teachers according to a formal complaints procedure.	Copy of complaints procedure.

## **APPENDIX C – Qualitative Research Interview Guides**

### *Questions by Jacqueline Clark*

1. Did you have information needs, and if so, what are they?
2. What info would you have liked to have had? What surprised you?
3. Did the information that you receive change when you arrived in the UK?
4. Where were you placed?
5. If you were placed in inner-city schools, were you told about the situation?
6. What were you told about the classroom environment of the students?
7. How did you find out about QTS?
8. Whose responsibility is it to provide you with information?

### *Additional questions (as appropriate)*

#### *Related to above*

1. Do you have the job that you thought that you would get?
2. Are you getting the remuneration that you expected (in salary and in benefits)? How does this compare to what you were earning at home?
3. Please talk about your experience with your recruitment firm and the various people responsible for your employment.

### *Additional questions*

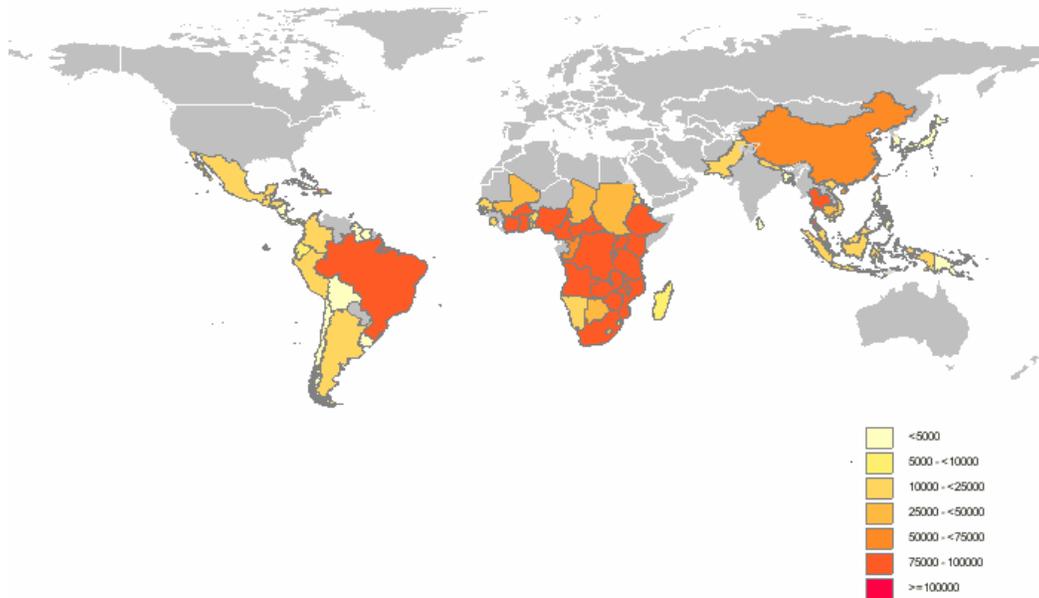
1. Please describe your background and experiences as a teacher.
2. Please describe the teaching conditions in your home country.
3. What were some of your reasons for coming to the UK?
4. Does your current compensation package (including any benefits, or opportunities for further training) meet the expectations you had before you came to the UK?
5. Please describe how you learnt about the job the UK and your process to come to the UK to teach.
6. How are you finding your job and the teaching profession in the UK?
7. How are you finding the students and the school environment?
8. Please compare what it is like to work in a school in your home country and work in a school in England.
9. Are you pleased that you decided to move to the UK? Why or why not?
10. Would you like to go back your country? If so, why and when?

### *Probing Questions for Wider Group (as suggested by Commonwealth Secretariat)*

1. Can you please compare and contrast your experiences working in a developed country vs. working in a developing country?
2. Did you feel that you had adequate training to meet the needs of your new position?
3. Have you worked with the teachers union in your country of employment? If so, how?
4. Are you currently receiving any subsidies for training? Any external bursaries?
5. In your home country, did you pay for your teacher training? Did you receive any subsidies? If so, are you expected to pay back anything, in service or fees?
6. Did your contracts sustain at home?

**APPENDIX D – Estimated number of current living orphans**

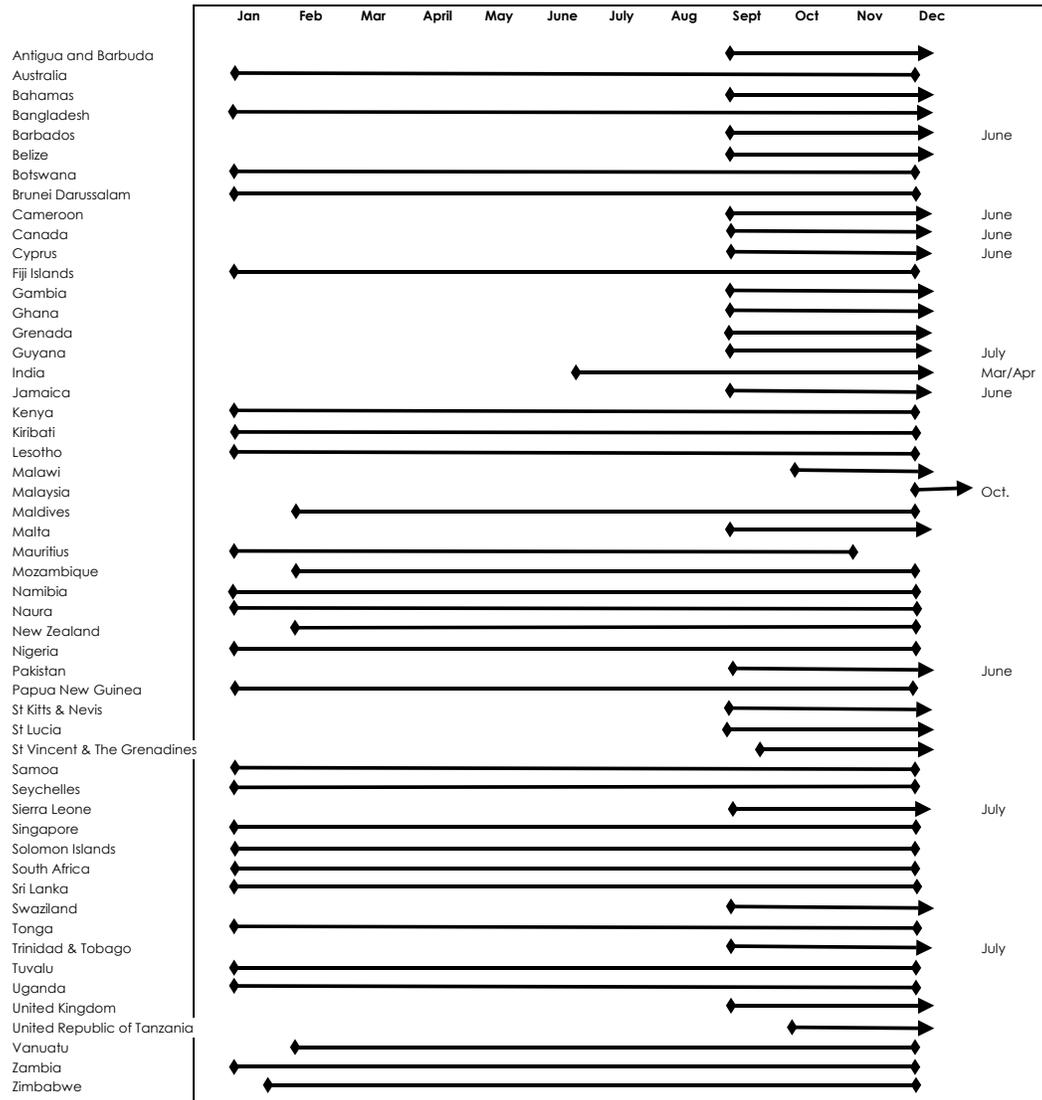
Estimated number of current living orphans, By Country, Total, From 2001 to 2001  
Source: UNAIDS/WHO/UNICEF Epidemiological Fact Sheets on HIV/AIDS and STIs, September 2002



The presentation of material on the maps contained herein does not imply the expression of any opinion whatsoever on the part of the World Health Organization concerning the legal status of any country, territory, city or areas or of its authorities, or concerning the delineation of its frontiers or boundaries

## APPENDIX E – Start of School Year in Commonwealth Countries (primary or secondary)

[Sources: Commonwealth Secretariat, International encyclopedia of national systems of education]



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- <sup>i</sup> Siniscalco, Maria Teresa (2002) *A statistical profile of the teaching profession*. International Labour Office and UNESCO, France.
- <sup>ii</sup> 'Education for All' Commitments were stated in the Dakar Framework for Action at the World Education Forum, Senegal in 2000.
- <sup>iii</sup> See Appendix A.
- <sup>iv</sup> Responses were received from twelve countries and territories, including: Australia, Bahamas, Barbados, Canada, Jamaica, Malaysia, Montserrat (UK), New Zealand, St. Lucia, Seychelles, Swaziland, and Zambia. The ministry of Canada responded to the request for information but was not able to provide data. Data for the United Kingdom was publicly available on the DfES website.
- <sup>v</sup> This document, compiled by the Education Section of the Social Transformation Programmes Division of the Commonwealth Secretariat, was circulated to all 54 Ministers of Education in June 2003 in anticipation of the discussion at 15 CCEM in Edinburgh, Scotland. The Draft Protocol for the Recruitment of Commonwealth Teachers is available at [www.thecommonwealth.org](http://www.thecommonwealth.org)
- <sup>vi</sup> Brief prepared by Joy Nichols, Director, Nichols Employment agency
- <sup>vii</sup> Notes from presentation by Mr. George Griffith, Barbados Consul General to New York, July 2, 2002.
- <sup>viii</sup> Goodfellow, Nhada (2003) SA heading for teacher crisis, *Adelaide Advertiser*, 16 August.
- <sup>ix</sup> Johnstone, J.N. (2000) Postlethwaite edited encyclopedia – get citation.
- <sup>x</sup> Voluntary Service Organisation (2002) *What makes teachers tick?* London.
- <sup>xi</sup> Siniscalco, Maria Teresa (2002) *A statistical profile of the teaching profession*. International Labour Office (ILO) and United Nations Educational Scientific and Cultural Organization (UNESCO): Geneva, p.7.
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- <sup>xiii</sup> Marsh, Virginia (2002) "Sense of crisis as migrants keep moving", 25 July, p.9.
- <sup>xiv</sup> Winters, L. Alan, Walmsley, Terrie L., Wang, Zhen Kun, and Grynberg, Roman. (2002) *Negotiating the Liberalisation of the Temporary Movement of Natural Persons*, March.
- <sup>xv</sup> *Ibid.*
- <sup>xvi</sup> Scott, Fentey (2001) 'Developing human resources for effective school management in small Caribbean states', *International Journal of Educational Development*, 21, 245-256.
- <sup>xvii</sup> Editorial "Finding a solution to teacher migration", 4 April 2002, *Guyana Chronicle Online*
- <sup>xviii</sup> Siniscalco, Maria Teresa (2002) *A statistical profile of the teaching profession*. International Labour Office (ILO) and United Nations Educational Scientific and Cultural Organization (UNESCO): Geneva, p.7.
- <sup>xix</sup> Voluntary Service Organisation (2002) *What makes teachers tick?* London.
- <sup>xx</sup> *Ibid.*
- <sup>xxi</sup> Presentation by Ms. Daphne de Rebello, Section for Education for Sustainable Development UNESCO, 19 February 2002.
- <sup>xxii</sup> See Appendix illustrating Orphan problem
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- <sup>xxvi</sup> Quotation from the letter from the Council of Ministers of Education, Canada, dated December 10, 2002 and signed by Paul Cappon, Director General.
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