

Next Steps in Managing Teacher Migration

Proceedings Report of the Sixth Commonwealth Research Symposium on Teacher Mobility, Recruitment and Migration



Commonwealth Secretariat



United Nations
Educational, Scientific and
Cultural Organization



International Institute
for Capacity Building
in Africa

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Abbreviations and acronyms

AAU	Association of African Universities
ADEA	Association for the Development of Education in Africa
AU	African Union
AUC	African Union Commission
BREDA	UNESCO Office in Dakar and Regional Bureau for Education in Africa
CAP	Consolidated Appeals Process
CARICOM	Caribbean Community
CFP	Country Focal Point
CTRP	Commonwealth Teacher Recruitment Protocol
ECOWAS	Economic Community of West African States
EFA	Education for All
EI	Education International
EMIS	Education Management Information System
EU	European Union
ICT	Information and Communication Technology
IICBA	International Institute for Capacity Building in Africa
ILO	International Labour Organization
INEE	Inter-agency Network for Education in Emergencies
IOM	International Organization for Migration
MDG	Millennium Development Goal
MIDA	Migration for Development in Africa
MoE	Ministry of Education
MoU	Memorandum of Understanding
NUT	National Union of Teachers (UK)
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PEER	UNESCO Programme of Education for Emergencies and Reconstruction
REC	Regional Economic Community
RQAN	Return of Qualified African Nationals
SAQA	South African Qualifications Authority
TEI	Teacher Education Institution
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
WHO	World Health Organization

Summary

The Sixth Commonwealth Research Symposium on Teacher Mobility, Recruitment and Migration, organised by the Commonwealth Secretariat and UNESCO-IICBA, took place in Addis Ababa, Ethiopia from 8–9 June 2011. Participants included representatives of ministries of education, international organisations, civil society and non-governmental organisations, research institutions and other relevant education experts. Participants gathered to discuss the Commonwealth Teacher Recruitment Protocol (CTRP) and the possible development of a similar protocol for the African Union and UNESCO Member States.

The overall objective of the Symposium was to share research on issues affecting teacher mobility, recruitment and migration so that policy-makers would be equipped with the latest evidence to guide them. Although each participant represented different experiences, they collectively exhibited an enthusiasm for addressing international teacher migration. The Sixth Symposium addressed two main thematic areas: first, learning from the implementation of the existing CTRP to help improve future implementation and the development of new protocols by other organisations; and second, the provision of high-quality inclusive education in difficult circumstances, including the role and status of refugee teachers and the issues surrounding forced migration of teachers.

The Symposium was opened with messages from Mr Arnaldo Nhavoto, Director of UNESCO-IICBA, who highlighted teacher shortage as one of the major challenges facing Africa in education, where many countries resort to recruiting foreign teachers to bridge the teacher gap. Mr Nhavoto encouraged the participants to discuss the way forward in managing teacher migration.

The theme of the Symposium, *Next Steps in Managing Teacher Migration*, provided a platform for sharing knowledge and good practices between Commonwealth countries and other interested parties, including the African Union (AU). Discussions included the current work of the Commonwealth Advisory Council on Teacher Mobility, Recruitment and Migration and the Ramphal Commission on Migration and Development (the Ramphal Commission). Case studies highlighted the professional and personal experiences of migrant teachers; the role and implementation of the CTRP; the role of teacher organisations such as teaching unions and associations in managing teacher migration; and the challenges facing migrant teachers especially in difficult circumstances.

The first day of the Symposium was chaired by Mr Jonathan Penson, Education Adviser of the Commonwealth Secretariat, who introduced the participants and explained the objectives and outcomes of the Symposium. Ms Akemi Yonemura, Programme Specialist from UNESCO-IICBA, presented IICBA's collaborative work with partners such as the International Organization for Migration (IOM), International Labour Organization (ILO), AU and other organisations in developing strategies and programmes on migration including education, training and employment of teachers. Dr Casmir Chanda then explained the evolution of the CTRP and the establishment of the Advisory Council. She highlighted the research gaps, recommendations and statements from the Advisory Council and encouraged participants to discuss further the implementation of the CTRP.

In the first session of the Symposium, Professor Omolewa, member of the Advisory Council, presented the development of the CTRP within the context of major international organisations such as the IOM, ILO, Education International, UNESCO and Organisation for Economic Co-operation and Development (OECD). He explained the uniqueness and the challenges of the CTRP and concluded that it could be adapted and used by the wider international community.

The second session was led by Mr Josiah Ogina, Head of Mission, and Mr Bruk Asmellash, the Migration for Development in Africa Programme Coordinator, both from IOM Special Liaison Office in Addis Ababa. They discussed the impacts of skilled migration on the origin and destination country. They argued that both countries benefit from migrant teachers in various ways and encouraged academic institutions especially to develop a mechanism that encouraged knowledge transfer and better utilisation of the skills and resources of migrant workers.

In the third session Ms Yonemura presented an overview of the growing education system in Ethiopia, including enrolment, teacher demand and supply, teacher qualifications, and international recruitment of teachers. She then presented an analysis of the current practices, and examined the extent to which Ethiopia's teacher recruitment practices aligned with the standards proposed in the CTRP. Although Ethiopia's teacher recruitment practices generally aligned with the standards mandated in the CTRP, the recruitment process needed to be guided by a comprehensible and clear course of action.

The fourth session, presented by Dr James Keevy, identified challenges and lessons in implementing the CTRP and explored the debate on the development of a continental teacher mobility protocol for Africa. He argued for the consideration of key issues such as the geographical and cultural aspects and recognition of qualifications through qualifications frameworks, to ensure that the recruitment protocol catered for the African context and addressed the unique challenges of the recruitment of teachers in Africa.

Dr Kimberly Ochs' paper was presented in the fifth session by Dr Casmir Chanda and Dr Sadhana Manik. The paper revisited the key findings of the review of the CTRP and explored, from further research, the experiences of migrant teachers in identifying work opportunities. In addition, critical steps in the recruitment process needing to be addressed in furthering the CTRP's implementation were identified.

The sixth session was led by Dr Rita Bissoonauth. She explained the development and purpose of the emerging continental teacher recruitment protocol in Africa. She highlighted how this new protocol would include some of the key factors that were specific to Africa and called on international organisations, education ministries and relevant stakeholders to support such a protocol.

The first day ended with a workshop in small groups to discuss the tools and strategies that would improve the implementation of the protocol. The participants also discussed broadly the strategies for adapting the principles of the CTRP to the African context.

The second day of the Symposium was chaired by Ms Akemi Yonemura. She started by asking the participants to define difficult circumstances with regard to teacher migration. The responses were used to discuss further the frameworks of managing teacher migration in difficult circumstances.

Dr Roderick Rudder presented the first session. He highlighted Barbados' experience in managing teacher migration and the role the country played in assisting with development of the CTRP. Dr Rudder explained that Barbados took a leadership role in the promotion of strategies to manage teacher migration and in the protection of its investment in training of its teachers as part of human resource development in small states.

The second session was presented by Dennis Sinyolo, Senior Coordinator for Education and Employment at Education International. He explained how Education International had set up a task force on teacher migration and mobility and was setting up a web portal for migrant teachers. Examples of migrant teacher experiences were given, including a case of legal action being taken against a recruitment agency for its unethical practices in recruiting teachers. Mr Sinyolo called on participants to challenge and expose any cases of abuse of teachers and unethical practices which impacted the teachers professionally or personally.

Mr Emmanuel Muvunyi, Executive Secretary of the Teacher Service Commission in Rwanda, presented the third session. He gave examples of Rwanda recruiting science and English language teachers from Kenya and Uganda. He explained how the CTRP had assisted the

countries involved in drawing up bilateral agreements and the benefits of teachers working in Rwanda.

The fourth session was presented by Dr Sadhana Manik, Lecturer at the University of KwaZulu-Natal in South Africa. She gave evidence from an ethnographic study of the nature of Zimbabwean education professionals' migration to South Africa. Dr Manik argued, after giving personal and professional experiences of Zimbabwean education professionals, that there was need to provide support to these professionals as they could assist in addressing immediate teacher shortages that exist in South Africa.

The fifth session was presented by Mr Barry Sesnan, Adviser of Echo Bravo Consultants. Mr Sesnan's paper focused on South-South migration and highlighted the experiences of migrant teachers in difficult circumstances. He also argued that teachers in difficult circumstances worked where salaries were better, but they also needed training and support to educate large numbers of children. The presentation included a workshop to give participants an insight into what happens in a refugee camp and in countries where there is conflict or natural disasters. The workshop also identified gaps in policy provision for migrant teachers in difficult circumstances.

Participants concluded with practical action points to improve the management of teacher migration in difficult circumstances and made some recommendations for forthcoming protocols and policies to address issues of forced migration. Participants adopted a statement which covers their recommendations to encourage relevant governments, international organisations, teacher organisations, and other interested parties on the next steps of the implementation of the Commonwealth Teacher Recruitment Protocol.

A report will be published separately which contains the papers presented at the Symposium. This will be available for download from www.eng.unesco-iicba.org/node/33 and www.thecommonwealth.org/Internal/190663/39504/234072/6commonwealth_research_symposia_on_teachermobility/. Presentations made at the Symposium can be downloaded from www.eng.unesco-iicba.org/node/56.

Symposium Statement

Researchers, officials and representatives of ministries of education, international organisations, higher education institutions, and non-governmental organisations met at the Sixth Commonwealth Research Symposium on Teacher Mobility, Recruitment and Migration. The Symposium was organised by the Commonwealth Secretariat and hosted by the United Nations Educational, Scientific and Cultural Organization's International Institute for Capacity Building in Africa (UNESCO-IICBA). It took place on 8–9 June 2011, in Addis Ababa, Ethiopia, during which research and data related to the theme of the Symposium were presented and shared with all participants.

The Symposium delegates:

1. Encourage Commonwealth member states to implement the Commonwealth Teacher Recruitment Protocol (CTRP) where they have not done so, following its adoption by Commonwealth Ministers of Education in 2004, and:
 - a. encourage them to institutionalise the CTRP by enacting legislation which incorporates its principles;
 - b. encourage them and other interested parties to take part in the activities which support the implementation of the CTRP;
 - c. request governments to regulate the activities of recruitment agencies in order to protect the rights of migrant teachers and national education systems; and
 - d. request UNESCO to use its network to disseminate good practices of the Commonwealth to the UNESCO member states.
2. Recognise the work of governments, international organisations, civil society organisations and academia in addressing teacher migration issues, including the work on migration and development for skills and knowledge transfer by teachers and facilitated labour migration programmes, and urge closer collaboration in future initiatives with UNESCO-IICBA and the Commonwealth Secretariat to ensure synergy and concerted efforts to maximise the benefits and minimise the negative impacts of teacher migration.
3. Recognise the need to enhance the quality, consistency and validity of data collection on teacher mobility, recruitment and migration across countries, and:
 - a. encourage ministries of education to collect disaggregated data on teacher supply and demand in general, and on teacher migration in particular, in collaboration with other ministries and agencies in their countries, such as foreign affairs, immigration, labour or employment; further and tertiary education institutions; teacher organisations such as teaching unions and associations and teacher professional councils; and
 - b. propose that ministries of education and mandated agencies create, maintain and make available to appropriate bodies a database of teacher licensing requirements and teacher qualifications, across countries, where such databases do not exist.
4. Welcome the 2011 Statement of the Commonwealth Advisory Council on Teacher Mobility, Recruitment and Migration, and:
 - a. welcome in particular the initiative to produce CTRP implementation guidelines which include a minimum standard of data on teacher mobility, recruitment and migration,

and a model bilateral agreement reflecting good practices to be followed between source countries and/or recruitment agencies and host countries; and

- b. suggest using the opportunities presented by web-based portals such as *Commonwealth Connects*, as linked to Education International's *Portal for Migrant Teachers*, and the UNESCO-IICBA *Teacher Education Network*, as well as the International Organization for Migration's (IOM) network with diaspora organisations, to collect data on teacher migration, recruitment and mobility, to be collated by the Commonwealth Secretariat through a formal channel.
5. Note and welcome the African Union Commission (AUC) initiative to develop and refine a protocol that is responsive to African contexts and needs, and:
 - a. request the Commonwealth Secretariat and other CTRP partners, including other international organisations such as UNESCO-IICBA, ILO and IOM, to collaborate with the AUC in the implementation of the African Teacher Mobility protocol; and
 - b. recommend the AUC, as it considers initiatives to manage teacher migration, to specifically address issues related to forced migration.
 6. Encourage Commonwealth countries and UNESCO member states to work together towards the development of minimum standards for qualifications and professional competencies, and to move towards cross-border recognition of teacher qualifications.
 7. Request providers of in-service and pre-service teacher education to include exposure to the CTRP in their programmes.
 8. Advocate for those organisations responsible for developing the initiatives which will advance the Millennium Development Goals and Education for All goals beyond 2015 to incorporate teacher mobility, recruitment and migration issues.

The delegates concluded by expressing their gratitude to UNESCO-IICBA for hosting the event, and the Commonwealth Secretariat for convening the Sixth Research Symposium.

Adopted on 9 June 2011 at the Red Cross Training Centre, Addis Ababa, Ethiopia.

Opening of the Symposium

The Sixth Commonwealth Research Symposium, hosted by UNESCO-IICBA in conjunction with the Commonwealth Secretariat, commenced in Addis Ababa, Ethiopia on the evening of 7 June 2011. Participants gathered for a traditional Ethiopian dinner at Yod Abyssinia Cultural Restaurant, where a band of stringed instruments, flutes and drums played cultural music while dancers performed intricate routines from prominent tribes, which exuded the Ethiopian pride of each district.

The theme, *Next Steps in Managing Teacher Migration*, served as the springboard for discussions and debates on policies impacting on teacher mobility. The Symposium also provided a platform for sharing knowledge and good practices between Commonwealth countries and other interested parties, including the African Union (AU). As international and regional activity had already begun in this field, *Next Steps* continued to help mitigate challenges in teacher migration while enhancing mechanisms that maximised the benefits of migration. The theme of the Sixth Symposium was built on previous Symposia themes which had evolved from discussing *International Mobility and Migration of Teachers: Brain Gain, Waste or Loss?* (2007), *Gender, HIV/AIDS and the Status of Teachers* (2008), *Closing the Teacher Gap* (2009) and *Enhancing Teacher Professionalism and Status* (2010).

Mr Arnaldo Nhavoto, Director of UNESCO-IICBA, welcomed guests to Addis Ababa and encouraged vigorous collaboration and insight-sharing over the following two days. Mr Nhavoto reiterated that IICBA's goal is to link research and practice within Africa in order to build capacity. According to the UNESCO Institute for Statistics (UIS), sub-Saharan Africa suffered from the greatest teacher shortage. The teacher shortage in Africa was attributed to inadequate supply of qualified teachers, and attrition from retirement, illness, and death, as well as voluntary resignation to take alternative employment opportunities. Responding to the teacher shortage, many countries resorted to recruiting foreign teachers. Although the absolute number of teachers migrating might be small in Africa, international migration tended to have different impacts, both positive and negative, on the education system among countries (International Taskforce on Teachers for EFA, (2010). As such the Symposium was an opportunity for participants to share experiences and brainstorm teacher migration policies that could mitigate the negative impact and enhance the positive one.

Since 2006, the Commonwealth Secretariat has brought together researchers and policy-makers from government, academia and civil society to share research about teacher mobility, recruitment and migration. Commonwealth principles include respect for diversity, the protection of human rights, gender equality, democracy, tolerance, respect and understanding among many other core values. The principles of the CTRP incorporated such values and were originally developed in 2004 at the request of Education Ministers to 'balance the rights of teachers to migrate internationally, on a temporary or permanent basis, against the need to protect the integrity of national education systems' (Commonwealth Secretariat, 2004: 7). The principles of the CTRP could be applied to any country and have been recognised by international organisations, such as UNESCO, the ILO, and the Organization of American States (OAS), as international good practice in migration and development.¹ The AU in particular acknowledged that the CTRP could provide useful insights for the development of a continental framework to enhance teacher mobility across Africa. The AU was exploring the development of a Continental protocol for international recruitment of teachers.

Notes

1. See further information at: www.thecommonwealth.org/Internal/190663/190781/project_examples/

DAY ONE: Taking the Commonwealth Teacher Recruitment Protocol Forward

Welcome and introduction

Mr Jonathan Penson, Education Adviser for the Commonwealth Secretariat, welcomed participants to the Symposium. He began his presentation by briefly explaining the origins of the CTRP. The CTRP was adopted by Commonwealth Ministers of Education in 2004. It was a response to the concern voiced by a number of Commonwealth countries, particularly small states, from which a significant proportion of their teaching workforce was lost to targeted recruitment drives to work in other countries. Whilst the mutual benefits to source and destination countries of teacher migration were recognised, it was felt that the migration process needed to be managed in order to maximise these benefits and minimise any negative aspects.

Mr Penson stated that the expected outcomes of the Symposium were categorised into immediate, medium-term and long-term goals. An immediate expected result was the face-to-face learning and sharing between policy-makers and researchers. By participating in such a forum researchers could learn from colleagues and identify new research topics while policy-makers could use the evidence of the latest research to inform education policy. In the medium-term Mr Penson expected that the CTRP would be given a new impetus. As participants identified issues around the implementation of the CTRP and proposed solutions, this would motivate stakeholders to promote and institutionalise the CTRP. Finally, the long-term expectation was for the CTRP to impact other regional and global efforts – for instance by serving as a model for improving the effectiveness of other protocols and practices.

IICBA and Commonwealth Secretariat strategies and programmes

In her opening presentation, Ms Akemi Yonemura, UNESCO-IICBA Programme Specialist, outlined the background for the partnership between UNESCO-IICBA and the Commonwealth Secretariat. IICBA was established in 1999 to strengthen the capacity of its 53 African member states in the area of teacher education. Though the CTRP has been applied to 19 African countries in the Commonwealth¹, the remaining non-Commonwealth African countries were also affected by teacher migration. As such, the AU expressed plans to develop an instrument to assist its member states to manage migration, and by hosting the Sixth Commonwealth Research Symposium IICBA sought to provide a platform for ideas and information sharing between the Commonwealth and other stakeholders.

Ms Yonemura stated that increasing brain drain from low-income countries to high-income countries was a global trend which was affecting Africa the most. She stressed that the migration of teachers was an important policy issue which deserved attention at the highest level. There was need to create a global and regional mechanism to support a more equitable distribution of investment in education and training and benefit from employment created by international labour mobility. There was a common understanding that migration could contribute to human development and to do that, barriers to mobility had to be lowered and treatment of migrants had to be improved (UNDP, 2009). She explained that teacher migration raised questions of supply and demand of teachers, quality of teachers, their qualifications and profession, labour practices and ethical recruitment. Addressing such questions required a policy framework that could be applied internationally.

Developing such a framework would be ideal. However, the lack of data and lack of awareness

of labour mobility presented a challenge. There were also several challenges in comprehensive data collection. First, teacher migration was limited to specific countries and UIS might not include it in the global data collection, so it was limited to case studies of selected countries. Second, data collection could be limited to flows and stocks (in absolute numbers) of teachers because collecting information on a teacher's country of birth or citizenship could be politically sensitive and would be of concern in some countries.

Some of the existing strategies and instruments by the international community could be used to facilitate international mobility and recruitment. Such instruments could include the Commonwealth Teacher Qualification Comparability Table developed by the South African Qualification Authority (SAQA)², UNESCO Regional Conventions on the Recognition of Studies, Certificates, Diplomas, Degrees and other academic qualifications in higher education in African States (the Arusha Convention)³, ILO's Equality of Treatment Convention, 1962⁴ and Maintenance of Social Security Rights Convention, 1982⁵, and the WHO Global Code of Practice on the International Recruitment of Health Personnel⁶. IICBA's Strategic Plan aimed to contribute to policies which promote effective utilisation of teachers, ensuring the welfare of teachers, particularly those who moved to post-conflict states, and quality training by standardising and harmonising teacher education curricula. Proposed action plans were presented, which were based on recommendations from the UNESCO Expert Group Meeting on *Migration and Education: Quality Assurance and Mutual Recognition of Qualifications*⁷ and major international organisations working in migration and education issues in Africa, including the AU, ILO, IOM, United Nations Population Fund (UNFPA), United Nations Development Programme (UNDP), World Health Organization (WHO), the Philippine Overseas Employment Administration (POEA) and Addis Ababa University.

The objective of the proposed co-operation plan was to promote the benefits of migration for development and foster new strategies to solve human resource issues and support future managed migration. The plan would be implemented within large international, continental and national development frameworks, such as the Millennium Development Goals (MDGs), and relevant policy frameworks of the African Union Commission (AUC) and Regional Economic Communities (RECs). Specific objectives, aligned with the AU's migration policy framework, include the following:

1. Develop a strategic framework for teacher migration policy in Africa to integrate migration issues in national and regional agenda;
2. Strengthen intra-regional and inter-regional co-operation;
3. Create a conducive environment to facilitate the participation of migrants in the development of their own countries.⁸

Activities to achieve these objectives were grouped in four areas as shown in Table 1 below.

The Commonwealth Teacher Recruitment Protocol and the Advisory Council

Dr Casmir Chanda, from the Commonwealth Countries' League Education Fund, explained the establishment of the Advisory Council and the evolution of the CTRP. The CTRP included Points for Future Action. A report on these Future Actions was published in October 2006. One of this report's recommendations was that a review of the implementation of the CTRP be undertaken. This was published in June 2009. It recommended that an Advisory Council be established to provide guidance and advice to the Secretariat on the monitoring and implementation of the CTRP. This met for the first time in June 2010, and discussed a wide range of issues surrounding the CTRP. Together with the Report on Future Actions and the Review, there was presently a considerable body of evidence around the CTRP which could provide a direction to its future development. The framework for this was outlined in 12 recommendations developed at the Advisory Council's second meeting⁹. The report containing the Council's full deliberations is available on the Commonwealth Secretariat's website.¹⁰ One of the key questions raised was how to increase the active uptake of the CTRP.

Table 1. Proposed domain of collaboration and some examples of activities

Domain	Activities / Initiatives
1. Information management system in education and migration	1.1. Development of a directory of country profile on education and migration in Africa, particularly mobility of teachers at the higher education and TVET levels and general overview on TEIs.
	1.2. Thematic studies on: Recognition of qualifications; Study on costs of teacher training, etc.
2. Networking and collaboration	2.1. Facilitate consultations on recognition of qualification procedures, and competency assessment frameworks.
3. Capacity building	3.1. Capacity building workshop for different stakeholders (re: international guidelines, standards, benchmarking tools relating to education and migration, qualifications, recognition framework, employment, etc).
	3.2. Develop capacity building modules and materials for e-learning and conduct Open Distance Learning.
4. Policy advocacy	4.1. Development of communication materials for advocacy on migration and education issues and rights of migrant workers (linked to Domains 1, 2, and 3).

The CTRP's Points for Future Action also included 'a comprehensive study of teacher flows' to include both organised teacher recruitment and more informal modes of teacher migration (Article 7.3). The CTRP also required the Commonwealth Secretariat to monitor the status of organised recruitment of teachers, including numbers, recruitment practices and effects, and evaluate the application of the CTRP, including the impact on developing countries (Article 6.1). Studies revealed the unreliability and inadequacy of data and research about teachers across all regions of the Commonwealth and called on member countries to do more to capture teacher data for planning and policy-making (Commonwealth Secretariat, 2006; Ochs and Jackson, 2009). Since 2006, the Commonwealth Secretariat's Education Section has convened researchers and policy-makers from government, academia and civil society to address the need for reliable data and research about teachers across all regions of the Commonwealth.

Many of the papers presented at previous symposia had concentrated on teachers recruited to work in developed countries. However, it is also important to focus research on the south-to-south migration and on teachers forced to migrate because of conflict, environmental stress or other non-voluntary reasons. Well-managed teacher migration would contribute both to increasing access to education for at-risk children (such as refugees) and to the quality of education children receive, even in difficult circumstances. It was critically important to provide frameworks which protect teachers, especially when cross-border migration was involuntary and teachers were most vulnerable. It was important to recognise that, formally recognised and properly supported, these same teachers could present an important resource for recipient countries. The CTRP continued to be a useful and valuable document in managing teacher migration.

Dr Chanda concluded her presentation by emphasising that it was crucial that the implementation of the CTRP and action on migration of teachers be taken seriously and not simply discussed. There was urgent need to take action on the implementation of the CTRP, move forward to 'next steps on teacher migration' and focus on what other organisations were doing about migration.

The Advisory Council and the Ramphal Commission on Migration and Development

Mr Penson explained that the Ramphal Commission was established in 2010 to help address the issues surrounding migration. Its purpose was to mitigate xenophobia and promote migration in a positive context as well as maximise the developmental benefits of migration. A representative of the Ramphal Centre, which had close contacts with the Commission, had briefed the Advisory Council on the work of the Commission. The Commission was producing three reports on migration and development. The findings were to be presented as a summary report to the 2011 Commonwealth Heads of Government Meeting in Perth, Australia¹¹. The key recommendations which had emerged from the Ramphal Commission were as follows:

1. Build migration management capacity in Commonwealth member states and institutions, by improving knowledge systems through international training programmes and research agendas and improving forecasting and early-warning capabilities;
2. Streamline migration in development policies by creating enabling environments in developing countries that are losing large proportions of educated and skilled persons from the labour force, and by integrating migration into environmental management policies¹²;
3. Help migrants to share their successes with their origin and destination communities by the source countries engaging their Diasporas and increasing the return on investment and the development of markets; and
4. Enhance international co-operation between potential source and destination countries, to promote transparent recruitment policies and the establishment of mechanisms for the recognition and protection of environmentally induced migrants.

Mr Penson also highlighted some developmental benefits of migration to the host and sending countries. These included remittances, engagement of Diasporas and international co-operation to protect workers' rights. If a migrant teacher from the developing world were contracted to teach in a developed country, the salary they received would assumedly be used in part to support family members who remained in their country of origin. Such remittances could significantly improve the livelihood of a family and potentially trickle into the community as well. It was important to engage with migrant workers, especially in countries with a hub of varied cultures and ethnicities, as this could strengthen relationships with Diasporas and encourage the international community to protect the rights of migrants.

The Ramphal Commission was proposing new migration agreements, analysing the impacts of existing ones in the Commonwealth and promoting meaningful action at international and national levels. For instance, the Commission engaged with governments, the private sector and trade unions to collaborate and make positive changes in addressing migration. It advocated for 'improvements in the training and professional development of migrants, aiming to enhance the human capital of developing countries'¹³. Finally, the Commission assessed existing Commonwealth-wide policies regulating migration, such as the CTRP, before recommending any others. Mr Penson mentioned that the outcome of the Symposium, in evaluating ways to improve the implementation of the CTRP, would assist the Ramphal Commission in this latter objective.

Discussion

Mr Penson led the discussion after the presentation. Several participants commended the work and reports of the Advisory Council and the Ramphal Commission and wondered whether such reports would be developed in collaboration with civil society. It was clarified that the Ramphal Commission worked with civil societies and international organisations and as such it was evident that their reports would include suggestions from these quarters. Mr Christophe Mononye, Programme Specialist for the UNESCO Programme of Education for Emergencies and Reconstruction (PEER), questioned the feasibility of a quality mark system for recruiting agencies and how it would be implemented. In response, Dr Chanda explained

that developing a quality mark system such as the one in the UK may not be feasible because Commonwealth governments were not mandated to create such a mark. The Advisory Council recommended countries to utilise a 'quality mark approach' which would employ a grading system for recruitment agencies.

Professor Michael Omolewa, former permanent delegate of Nigeria to UNESCO, UK, observed that the Advisory Council's Statement encouraged the formation of bilateral agreements between organisations and institutions internationally, and asked whether this would also encourage agreements between clusters – for instance regional clusters such as the Economic Community of West African States (ECOWAS) and the Southern Africa Development Community (SADC). Dr Chanda responded that the CTRP was not a legally binding document and therefore the CTRP alone did not constitute a formal agreement between clusters. However, the principles expressed through the CTRP guidelines could be used and upheld between regional clusters and other relevant groups.

Dr Roderick Rudder, Senior Education Officer for the Ministry of Education and Human Resource Development in Barbados, commented that the recommendations of the Advisory Council included several references to using the internet to gather information on the recruiting/migration process, yet most teachers would be afraid of being exposed to critics and revealing their activities to competitors. In addition, some teachers who might desire to migrate might not have access to the internet. The digital divide needed to be addressed. Dr Rudder also pointed out that there should be a distinction between 'qualifications' and 'professionalism' and the two should be disaggregated when discussing teacher migration and qualifications.

Mr Ahmed Abokor, Teacher Training Deputy Programme Manager for Save the Children Somaliland, asked how the CTRP could help non-Commonwealth countries. Dr Chanda responded that the principles of the CTRP had been recognised by international organisations like UNESCO, ILO and Educational International. As such, non-member states might use the principles of the CTRP and adapt them to their context.

Reflecting on the 2011 recommendations from the Advisory Council and those of Symposia in previous years, Dr Whitfield Green, Director of Teacher Education for South Africa's Department of Higher Education and Training, commented that the recommendations were similar to those proposed three years ago and wondered what specific changes there had been over the past year. Dr Chanda responded that the recommendations might appear similar from year to year, but they served as testament to why the implementation process of the CTRP should be vigorously enhanced. She emphasised that it was crucial that, before new recommendations could be made, all stakeholders – including governments, international organisations, teachers unions and country focal points – should actively contribute to a more robust implementation process.

Session 1. Global response to teacher recruitment and retention: The Commonwealth Teacher Recruitment Protocol

The first session of the Symposium was led by Professor Michael Omolewa, Member of the Advisory Council. He explained that migration was a global, historical process and teachers had a human right to migrate as they saw fit. The challenges of teacher training, recruitment and retention were global and some organisations had worked on declarations to protect migrant teachers. The presentation highlighted some experiences, strategies and instruments that had been developed as declarations, guidelines and protocols. Professor Omolewa noted that while the migration of skills, values and knowledge might seem to be a loss for many ministries of education, these institutions should also recognise the possible gains of migration. There might be justified reasons for concern about the large scale exodus of highly trained African professionals leaving the continent. However, migration did equally contribute to the formulation and development of teacher migration policies and should be at the forefront of national agendas.

Professor Omolewa cited UNESCO, OECD and ILO as international organisations that initiated discussions about the awareness of protecting and developing the teaching profession. The issue of qualifications was raised as early as the late 1940s. International organisations established partnerships in promoting labour issues, conditions of service, remuneration and training for teachers and all workers. The Economic Commission for Africa (ECA) also raised the issue of teacher preparation, qualification, retention and migration. The Commonwealth Secretariat raised similar issues and went further to commission studies to investigate issues including the status of migrant teachers, the recruitment of teachers from developing to developed countries, the quality and integration of teachers and teacher qualifications (Commonwealth Secretariat, 2010, 2011; IDRC, 2005; Ochs, 2003). Several meetings and contributions especially from Barbados and other small states led to the proposal to lay down some guidelines for recruiting teachers as well as their rights and responsibilities.

The 15th Conference of Commonwealth Education Ministers requested that a Commonwealth working group be established to develop a draft protocol on teaching and recruitment¹⁴. The CTRP was adopted in 2004 and was unique because it went beyond the traditional guidelines. Global awareness about the importance of teacher migration is increasing, meaning there is an even greater need to elevate the CTRP's legal status. The principles of the CTRP merely stood as ethical guidelines rather than laws which forced signatories to be accountable. Professor Omolewa suggested that the tenets of CTRP became legally binding in order for the CTRP to achieve similar success to UN Conventions.

Discussion

Most of the participants concurred with Professor Omolewa's point that it was critical to distinguish between 'protocol' and 'convention' and several agreed that the CTRP should become a convention so that it was enforceable. The ILO representative clarified the process of making the CTRP a convention but stated that it was feasible to use already existing conventions to deal with migration. He also added that migration did have developmental aspects for the host country as well as the source country. It was therefore important to consider migration as 'brain circulation' where the African Diaspora could be invited to return and teach in their home countries. Dr Bissoonauth, Senior Policy Officer for the African Union's Directorate of Human Resources Science and Technology, added that for a similar protocol to be effectively implemented in Africa it was critical for the document to be ratified by heads of state. According to Dr Bissoonauth this was the only way to ensure such a protocol would be implemented in the region.¹⁵

Ms Garg, Principal Officer for Education and Equalities for the UK National Union of Teachers, commented that while the themes of migration and immigration were indeed historic, the idea of nation states interacting was crucial, especially as migration patterns were becoming increasingly global. Ms Steenekamp, Deputy Director of the South African Qualifications Authority (SAQA), expressed concern that there was so much focus on teacher training while the issue of violence towards teachers was not addressed. She shared her belief that discussions on teacher training should also take place at the diplomatic level (for instance, among High Commissioners) so that a portion of the budget for such programmes could be allocated for addressing violence towards teachers.

Session 2. Migration and development nexus in Africa

For the second session, Josiah Ogina, Head of Mission, and Bruk Asmellash, Migration for Development in Africa Programme Coordinator, both from the International Organization for Migration (IOM) Special Liaison Office (SLO) in Addis Ababa, discussed the impacts of skilled migration on the destination and source country. For destination countries, the migration of highly skilled teachers could solve 'research bottlenecks' - where universities and educational institutions lack experts in specified fields - by providing the expertise which the country previously lacked. The connections of highly skilled migrant workers proved invaluable to the receiving country because migrant workers contributed to the knowledge base and other skills. According to the United Nations Public Administration Network, 'Migrants who have gained higher degrees or work experience at home tend to maintain contact with former colleagues,

professors and fellow graduates – in the process forming international networks’ (Regets, 2003: 1). The additional skills a migrant teacher gained while working in the destination country could likewise benefit the sending country upon the teacher’s return.

One of the most contentious negative impacts on the sending country was brain drain. The outflow of highly trained professionals from society could lead to ripple effects such as: a restriction of economic development; fewer highly trained individuals in a given community; and limited capacity to produce certain products or deliver services, which in turn limits economic growth. On the other hand, the lack of data collection tools to record the number of people migrating at a given time was a challenge. Without a system of tracking outbound and inbound migration, ministries of education could not accurately assess the number of teachers and materials needed, and many countries in Africa had made over- or under-estimations of teachers needed because of this lack of data.

Mr Asmellash further discussed the process of engaging highly skilled African Diaspora to return and teach, particularly in the higher education system. The IOM programme for the Return of Qualified African Nationals (RQAN) had assisted approximately 2,000 professionals and 2,565 fellows towards reintegration in their countries of origin. Subsequently, the Migration for Development in Africa (MIDA) framework had been implemented in various African countries. The IOM programme assisted in identifying human resource skill gaps in the countries of origin, identifying the available skills from the Diaspora in the countries of destination, and matching them on virtual, short- and long-term bases of assignment in their countries of origin so that teachers’ skills and knowledge were effectively transferred. Thus far, the skills and resource transfers had been very successful in a variety of institutions, both academic and non-academic, as well as in the public and private sector.

Overall, in the light of the successful experiences of the IOM, Mr Asmellash recommended that the migration of teachers be further facilitated and African academic institutions in particular develop frameworks that encourage such knowledge transfer and better utilisation of the skills and resources that migrant workers often have.

Discussion

It was pointed out that the IOM presentation was a primarily positive view of migration, but that there could be some negative corollaries. For example, there were cases of teachers who had migrated and, on returning to their home country, were receiving a higher salary than teachers who had remained. In addition returning teachers had received other benefits such as monetary bonuses, accommodation and duty-free status. This could be demoralising for teachers who remained in the home country and could also serve as a ‘push factor’ encouraging migration.

Mr Ogina explained that the IOM MIDA programme was dedicated to addressing such issues between returning teachers and those who had not migrated. The solution was to provide the institution, rather than the individual, with additional monetary awards or incentives. This action was taken after an IOM study, conducted between 1983 and 1992, assessed the impact of additional incentives for returning professors on themselves and those who remained.

Mr Kaizer Makole, Research Officer and Manager of the South African Democratic Teachers’ Union, then asked questions about whether the IOM provided in-service training, and, if so, whether such training was available for teachers in rural areas as these often had least access to adequate training. Yet, many universities did not seem to be addressing the situation of in-service teacher training. Mr Makole also asked whether, upon providing these reintegration programmes in various countries, the IOM engaged with teachers in each country to gain a sense of that country’s context and the contribution returning teachers made. In response, Mr Ogina agreed that there were challenges in that services, especially training, were centralised in urban rather than rural areas and it was governments’ responsibility to address the relevant issues. Specifically in regards to South Africa, during the post-apartheid period and the

beginning of Nelson Mandela's presidency, Ugandan teachers were employed to train South African teachers. This was because during that time there was instability in the education system and as such it was challenging to establish continuity and stability of programmes led by South African teachers. Mr Ogina stated that the IOM now seeks to work within regions rather than individual countries.

Professor Omolewa commented that it was critical to consider the possible resentment of 'nationals' (those who have continued to work in the home country) against the Diaspora (those who have migrated to work elsewhere). He then asked what the IOM was doing to assist in strengthening existing institutions to enhance their capacity and provide training. Professor Omolewa suggested that the IOM could engage with the Association of African Universities (AAU) to provide teacher training where possible.

Ato Yasabu Berkneh, Teacher Development Programme Expert for the Ministry of Education, Ethiopia, commented that foreign organisations paid foreign individuals higher salaries than local experts because they anticipated that resources and knowledge could not be shared between foreign and local individuals. As a result, local teachers became demoralised because they had comparable training and qualifications and at times more experience than foreign professionals. Ato Yasabu stated that this wage disparity, prevalent in foreign organisations, should be addressed. In response, Mr Ogina and Mr Asmellash explained that capacity building was one of the major components of MIDA. This was done by maintaining relationships between scholars and colleagues from universities in other countries. Regardless of how and when the IOM implemented an intervention, teachers themselves could help strengthen institutions. The potential exchange of knowledge, skills and resources could be a great asset. In addition, they suggested that African institutions should not only engage developed countries in teacher exchanges but also seek opportunities in comparative exchanges at a high school or university level between developing countries. This would help African professionals to develop stronger ties to African institutions.

Session 3. The need for teachers: an Ethiopian case study

On behalf of its co-authors, including Ato Theodros Shewarget, Teacher Development Leader for Ethiopia's Ministry of Education (MoE) and Ms Theresa Wolde-Yohannes, IICBA's Research Assistant, Ms Yonemura presented a case study on teacher recruitment in Ethiopia and the Government's efforts to bridge the gap by recruiting foreign teachers. She first provided the context, explaining that Ethiopia had experienced rapid population growth, quadrupling in size in the last 50 years. The United Nations had estimated that youth aged 5–14 comprised a quarter of the population and the number of this age cohort was expected to increase to 23 million by 2015. Ms Yonemura added that Ethiopia was also the largest Official Development Assistance (ODA) recipient for education in sub-Saharan Africa.

Ms Yonemura explained that the purpose of the case study was to address the main issues related to the growing education system in Ethiopia, including teacher demand and supply, teacher qualifications, and international recruitment of teachers. An analysis of the current practices and examination of the extent to which Ethiopia's teacher recruitment practices aligned with the principles proposed in the CTRP were also presented. Although Ethiopia was not a Commonwealth country, given that the AU was exploring the possibility of developing a continental protocol for teacher recruitment as part of its Plan of Action for the Second Decade of Education for Africa (2006–2015), it was hoped that this study could provide useful insights for non-Commonwealth countries for planning future recruitment of teachers across Africa. The data sources presented were mainly the Government's official documents for the period of 2005/2006–2009/2010 as well as interviews with Ministry officials.

There were 978 expatriate teachers at the higher education (university) level in 2010. As for the countries of origin, Indian teachers constituted the majority, followed by Germans, Cubans and Filipinos. In lesser numbers there were also teachers from Nigeria and Japan. The MoE only recruited teachers for mathematics, science, and technology. Countries might be targeted for the recruitment of teachers for a particular field, e.g., Germany for Technical and Vocational Education and Training (TVET), India for information and communication

technology (ICT), Japan for mathematics and science at the primary level, and the Philippines for nursing at TVET level. While many of these teachers were paid according to local salary standards, German teachers in particular were sponsored by the German Government and thus received a much higher salary. At the same time, some Japanese teachers sponsored by the Japanese Government were dispatched as volunteers.

The mode of recruitment was mainly bilateral, and varied by country of origin. Modes included the use of a recruitment agency (India) and selection from a short list of candidates supplied by the source country (Germany) or foreign embassies (Cuba). There was also the establishment of a bid process for recruitment agencies who wished to send teachers to Ethiopia. A PhD or equivalent degree was usually required for teachers who were placed at the tertiary education level. The long-term goal of the MoE was to increase its own teacher supply so that it was sustainable and aligned with the country's economic and social development.

An analysis of Ethiopia's teacher recruitment practices showed that overall they aligned with the principles mandated in the CTRP, which promoted fair and ethical treatment in the international recruitment of teachers, including the issues related to rights and responsibilities of the recruiting country, the recruitment processes, and employment conditions for teachers. However, the analysis found that information regarding complaints procedures was absent in the contract. Reflecting on the overall analyses, Ms Yonemura presented the recommendations, including the establishment of the teacher recruitment policy which addressed issues related to the recruitment process, such as migration, teacher development, financing of teacher training, quality assurance and recognition of qualifications. Another recommendation was to improve communication between the MoE and universities in order to manage data on the number of foreign teachers recruited at the institutional level, including details about teachers' countries of origin, subjects taught, and other relevant information at the national level. In conclusion, she mentioned that Ethiopia could serve as a relevant model for other non-Commonwealth member states in terms of the effective and ethical recruitment of expatriate teachers.

Discussion

Professor Omolewa observed that in the past many Ethiopian teachers were recruited abroad to teach subjects such as econometrics and asked whether, if these Ethiopian teachers had been kept in-country, there would be a need for supplemental teaching staff. Ato Yasabu of the MoE in Ethiopia responded that even if fewer Ethiopian teachers were recruited abroad, there was still need to recruit teachers because of the teacher gap in the sciences and mathematics.

Dr Sadhana Manik, Lecturer and Researcher at the University of KwaZulu-Natal, South Africa, asked why the study only surveyed recruitment agencies and not also the institutions in which the teacher would be working and whether agencies were employing ethical recruiting practices. Ms Samidha Garg, Principal Officer of the National Union of Teachers, UK observed that recruitment agencies were responsible for providing teachers with the name and contact details of local teacher unions. She also observed that recording recruited teachers' experiences would be valuable. Barry Sesnan, Adviser at Echo Bravo Consultants, reported that he had witnessed many migrant teachers doing more than one job. For instance in Ethiopia, one migrant teacher worked in a secondary school during the day and in the evenings was a DJ.

Mr Dennis Sinyolo, Senior Coordinator at Education International (EI), asked whether there were any professional development programmes available for Ethiopian teachers; what the expectation of service for foreign teachers in comparison to local teachers was; how the salary gap between locally-paid and foreign-sponsored teachers impacted work relations between local and foreign staff in particular; and what the Ethiopian Government was doing to train its own teachers. Ms Yonemura responded that teachers from abroad were paid higher salaries by their home country (not by the Ethiopian Government) probably because the home country was considering the cost of living for the individual when they returned to the country of origin. She added that the cost of living in the developed world was much higher than in the developing world so a salary gap was justified. In the long term, the Ethiopian Government

planned to train and employ sufficient qualified Ethiopian teachers but the short term solution was to recruit teachers from abroad.

In response, Mr Sinyolo noted that teachers who migrated from developed countries to developing countries were usually paid higher salaries than the local standard. Yet, when teachers migrated from a developing country to work in a developed country they were usually paid less than the local standard. In order to treat teachers with comparable qualifications fairly, it was suggested that expatriate teachers' salaries and conditions of service should not be inferior to those of local teachers. Mrs Patience Awopegba, Programme Specialist for UNESCO-IICBA, commented that among the developing countries there existed levels of collaboration between governments which supported migration of skilled personnel. Under the Technical Aid Corps (TAC) scheme to Ethiopia and other African countries, the Nigerian Government was responsible for paying volunteering professionals' allowances and other payments, while the host country provided the social and infrastructural support. Additional information from the Embassy of Nigeria in Ethiopia revealed that between 2004 and 2008, Ethiopia received about 118 highly skilled professionals which cost the Nigerian Government an estimated US\$2,678,600 plus an additional total domestic cost of 57,820,000 Nigerian Naira¹⁶ paid to the professionals as monthly on-shore and resettlement allowance when they returned to Nigeria. She proposed that such South-South co-operation should be encouraged for mutual benefits to participating countries.

Finally, the group discussed three general issues around teacher migration: qualifications, contract termination and language. Participants agreed that, while it was challenging to address all the details to deal with these issues, the CTRP offered some useful guidelines on teacher recruitment and what teachers could expect in the host countries. Recruiting countries should also specify the standards required, including language requirements and complaints procedures. It was observed that teachers usually made an effort to learn a local language in order to teach effectively.

Session 4. A continental teacher recruitment protocol in Africa: key considerations from the Commonwealth Teacher Recruitment Protocol

Dr James Keevy, Director of International Liaison for the South African Qualifications Authority, presented a paper identifying lessons learned from the implementation of the CTRP and providing insights towards the proposed teacher recruitment protocol in Africa. He began with the statement: 'We may not be able to control migration, but we can make sure a system is in place that ensures the scarce human resources in Africa are not exploited and teachers are treated fairly.' He added that there were unique differences between national legislation, treaties, declarations and resolutions. While the terms were often applied interchangeably, they invoked distinct characteristics and had to be interpreted within the specific context in which they are used.

Dr Keevy explained that there were several factors which incentivised teachers to migrate. According to UIS, 99 countries worldwide needed to expand their teaching forces. Globally, a total of 7.2 million new teachers were needed to meet the MDG goal on universal primary education between 2008 and 2015 – 2 million of whom were needed in sub-Saharan Africa. These statistics signified that teacher mobility would increase in the future. As teachers transferred cultural knowledge, this trend also had cultural implications. However, with the increasing teacher gap there would be a need for ministries of education to protect their national systems so that areas which were suffering the greatest shortage of teachers would not also be experiencing large migrations of the limited teachers in source country.

Dr Keevy also stated that there were vast differences of qualifications and standards within Africa's teaching force. For instance, in South Africa 89 per cent of teachers had professional qualifications while in Mali, 44 per cent of teachers were unqualified. The standards for qualification might also vary from one to several years.

Dr Keevy argued that the approach to developing a teacher recruitment protocol in Africa

had to be different from that used for the Commonwealth because the contexts were entirely different. For instance, while the mobility of teachers within the Commonwealth had primarily been movement from less developed countries to more developed countries, in Africa such mobility might be due to conflict and wars and include movement between neighbouring countries on similar levels of development. Because of this difference, the development of such a protocol should employ an 'African approach'. He defined this approach as one which incorporated the geographical and cultural factors which constituted the African identity; contributed to the political, economic, ethical and general uplift of the continent; served as a direct or indirect expression of Africa's own preoccupations; and went beyond the confines of Eurocentric concepts.

The form of teacher migration was not the only difference between Africa and the Commonwealth. Dr Keevy explained that the Commonwealth Secretariat was a network of countries with national and regional focal points operating within a solid communication and feedback system. As such, when the CTRP was created, the Secretariat depended on that system to gather feedback on the CTRP's implementation. This feedback loop was critical to the CTRP's success; however, for an African protocol to be successful, a similar reporting system had to be in place to support the African Union.

Dr Keevy stated that prior to creating a teacher recruitment protocol in Africa, all stakeholders should be consulted and first asked whether Africa needed such a protocol. He expressed concern that that question had not been evaluated and that the AU might be at risk of *borrowing* policy from the Commonwealth without *learning* from the CTRP and adapting its best qualities to an African context. He added that if an African protocol were to be developed, then there first had to be careful scrutiny of cross-border teacher migration in Africa. In addition, Dr Keevy stressed that it was vital to analyse the experiences of the 18 African Commonwealth member countries and consider a 'policy learning' approach rather than 'policy borrowing'.

In addition to cautioning about policy borrowing, Dr Keevy warned about the use of the phrase 'best practice'. He argued that a given instrument should always be adapted to a particular context and what was best for the Commonwealth may not necessarily be the best for Africa. He noted that the term had been often associated with the CTRP because of its wide success in the Commonwealth, yet one might ask: 'Best practices for whom?' He questioned whether the African protocol was a real concern or whether it was being created because it was a good model in the Commonwealth. He asked where the empirical data was that would provide evidence of a successful model. He emphasised that the effectiveness of the CTRP remains to be determined. There were several issues to be addressed when discussing teacher migration in Africa including: employment conditions, qualifications, professional status and ethical recruitment.

Dr Keevy noted that transparency and access are challenges in teacher migration, particularly within Africa. He explained that for many teachers considering migrating, the process can be daunting because there are numerous unknown variables – primarily whether or not the teacher's credentials meet the minimum standard for the receiving institution. Dr Keevy suggested that receiving countries' governments can facilitate such transparency by encouraging education institutions to disseminate information on qualifications clearly and widely. This would ease the fear and pressure a teacher experiences. It was observed that as some teachers migrate in hope of gaining new experience and skills, a sending government can increase professional development opportunities within the country so that there would be less impetus for teachers to leave.

Discussion

Mr Sesnan and other participants questioned Dr Keevy about the use of an 'African approach' and what 'Africanness' meant. It was emphasised that Africa has a diversity of ethnicities, languages and cultures and it was doubtful how anything could be claimed as 'African'. Mr Sesnan argued that in education, for example, there was a lack of an 'African education' curriculum because there are varied histories, cultures and traditions. Dr Keevy replied that although education would not have a wholly African curriculum, two possible extremes might occur: the creation of a highly indigenised model that was customised to one particular

ethnicity or region, or the importation of a Western curriculum. With regard to the African protocol, Dr Kevvy argued that there should be a compromise between these two extremes. Another argument surrounded the semantics of the protocol – whether it would be a teacher recruitment protocol *in* Africa or *for* Africa. Dr Bissoonauth from the AU replied that the development of an African teacher recruitment protocol would be facilitated by the AU; however, ownership would be shared among its member states. Mr Penson highlighted the advantage of diversity in Africa, noting that the movement of teachers from one culture to another exposes both teachers and students to different world views, and that this was one of the principal aims of good education.

Dr Louis Van der Westhuizen, Acting Director for the Directorate for Institutional Research and Academic Planning for the University of the Free State in South Africa, commented that much of the migration discussion has been in reference to movement from a developed to developing country and vice versa yet very little was done to address or research the migration of teachers between regions and institutions within a country. Dr Van der Westhuizen highlighted the need to address the migration of teachers from public to private institutions. He added that before beginning to develop an African protocol, stakeholders should assess the role of private institutions and their impact on the public education system. Since the private sector often focuses on niche areas of education it can attract much expertise away from public institutions. Mr Kaizer Raseane Makole of the South African Democratic Teachers' Union suggested that governments should continue addressing teachers' needs and engaging universities, especially in the provision of in-service training. Mr Emmanuel Muvunyi, Executive Secretary for the Teacher Service Commission of Rwanda's Ministry of Education, welcomed the idea of education provision by the private sector, which is perceived as complementary to the public sector in Rwanda.

Session 5. The implementation of the CTRP

Dr Sadhana Manik and Dr Casmir Chanda kindly presented a paper on behalf of Dr Kimberly Ochs, who was unable to be present in person. Dr Ochs' document presented findings from a 2008–2009 study commissioned by the Commonwealth Secretariat, which reviewed the implementation of the CTRP and highlighted recruited teachers' experiences. Follow-up research on the topic was also presented. Dr Ochs' study sought to identify and evaluate emerging trends and issues in teacher mobility and discovered that the real effects of the CTRP were quite different from the outcomes it was expected to achieve.

Dr Manik explained Dr Ochs' methodology, which targeted five categories through surveys and interviews, including: Commonwealth ministries of education; Commonwealth Secretariat; civil society; recruiting agencies; and teachers. Overall findings were: the recruitment of teachers was a global issue; the most qualified were the most attractive to recruit; and despite recognition of the CTRP at high international levels, teachers at local levels were not aware of the CTRP.

Dr Chanda highlighted several key challenges including: changing migration patterns; alterations to countries' social and security policies; changes to visa status; and lack of communication. Changing migration patterns within the Commonwealth had been conspicuous. Before 2000, for example, many African teachers had been migrating to Western countries. However, in the new millennium, African teachers were migrating much less frequently to Western countries and increasingly to the United Arab Emirates (UAE) and other countries in the Middle East. Dr Ochs' study also revealed that there was a lack of effective collaboration between relevant ministries within receiving countries. Ministries of education and ministries of foreign affairs often did not co-ordinate their registration processes for migrant teachers, yet establishing a co-ordinated and consistent plan of action would have increased efficiency. Consistency in recruiting foreign teachers is critical because it is subject to impact by changes in policy. For example, in the UK during a time of pro-migration policies, a working holiday visa was granted for South African teachers to work in the UK. Yet, at a later time of anti-migration sentiment, the policy was amended to allow awards of visas only to those of British ancestry and under 30 years of age. Dr Manik argued that the policy prevented black South Africans from going to teach in the UK.

Dr Chanda and Dr Manik noted that as the ‘baby boomer’ generation reached retirement age, there were global projections of increasing numbers of people retiring from the workforce between 2007 and 2010¹⁷. Since this might cause a decrease in the teaching force, Dr Chanda cautioned that more Western countries might re-adopt policies that incentivised foreign teachers to fill the gap.

Discussion

During the discussion, Professor Omolewa asked why teachers were opting to go to the Middle East as opposed to the UK, and whether these changing migration patterns were applicable to other parts of the world. Dr Chanda replied that while the findings indicated these changes were occurring at the turn of the century, it was actually 2008 when such patterns truly began to take effect. Professor Omolewa also asked if the information were segregated by gender and age and how the remittance issue could be addressed. According to Dr Manik, data on remittances were not disaggregated; however, the data on salaries had been further analysed to assess whether or not individuals were using remittances to assist families in their home country. She stated that such remittances often resulted in chain migration, where families in the home country used remittances to fund the move to join their relatives abroad. Dr Manik also expressed concern at the difficulty of collecting data through ministries of education or other institutions.

Mr Ibrahim Hussein, Chairman of the Teacher Service Commission, Kenya, commented on the lack of data on teacher deployment. Mr Hussein also raised the issue of ‘ghost teachers’: teachers who were assigned to a particular school but did not attend classes because they had emigrated or who looked for another position within the country without resigning from their post. Dr Van der Westhuizen pointed out that ministries of education should be able to account for their teachers. Dr Manik replied that in some instances teachers did not report to school because of the fear of violence. For instance, in South Africa female teachers did not desire to teach in rural areas because of sexual violence such as rape. As a result there was an excess of female teachers in urban areas, who had to be redeployed.

Dr Whitfield Green, Director of Teacher Education in South Africa, commented that the issue of lethargy in responding to questionnaires needs to be addressed. He added that researchers could not always resort to obtaining data by themselves but should engage the government as a collaborative partner in data collection rather than merely a data source. Mr Peterson Dlamini, Chief Inspector-Tertiary for Swaziland’s Ministry of Education, returned to the issue of ghost teachers. He stated that some countries had an oversupply of secondary school teachers and lack sufficient stock of primary school teachers. In such cases, a ministry of education may assign a secondary school teacher to a primary school position. However, some teachers do not report in primary schools, but look for jobs elsewhere. Mr Dlamini explained that in Swaziland the policy on teacher deployment states that a teacher has 40–45 days to claim their newly assigned post and if they do not confirm it after such time, they forfeit the position and it is declared vacant. Dr Chanda commented that data collection was crucial in research and there must be resources available to gather it. There was need to monitor and analyse the data available in order to inform policy on recruitment and deployment of teachers.

Session 6. Enhancing teacher mobility across Africa: developing a continental code of practice for the Second Decade of Education for Africa

Dr Rita Bissoonauth, Senior Policy Officer of the African Union Commission (AUC), presented the African Union’s plans to develop an African teacher recruitment protocol similar to the CTRP. Such interest had developed as part of the strategic plan for what the AU had deemed the Second Decade of Education for Africa (2006–2015). In particular, the African teacher recruitment protocol was an extension of ‘teacher development’, one of the seven areas of focus in the Plan of Action for the Second Decade of Education for Africa. Dr Bissoonauth first highlighted the distinct challenges faced by migrant teachers in Africa: overcrowded classrooms, lack of textbooks or other relevant pedagogical tools, heavy work

load of teaching, concerns of physical security, recognition of qualifications and repatriation of funds to their home countries. Then she turned to a brief history of the teacher migration phenomenon in Africa. She explained that because the distribution of qualified teachers was uneven across the continent, there was a great need to develop structures to enhance mobility so that a balance was created.

The international recruitment of African teachers significantly increased between the 1970s and the 1990s, causing acute shortages in key subjects to economic development, such as mathematics, chemistry, physics, integrated science, design and technology, languages and information and communication technology (ICT). African countries' responses varied: some became immediately concerned over the loss of teachers in critical subject areas while others did not consider this movement to constitute a national crisis. In addition, many countries lacked policy frameworks to address teacher migration. Furthermore, some ministries of education had not established national qualification standards, making it difficult for migrant teachers to determine the entry qualifications to teach in institutions within a given country. Dr Bissoonauth added that the proliferation of private higher education and teaching institutions in Africa exacerbated the issue of qualifications because it was difficult to monitor education standards produced by such institutions.

Dr Bissoonauth explained that the purpose of a 'continental teacher recruitment protocol' would be to:

- promote beneficial teacher mobility and cross-border recruitment within regions and beyond in response to the emerging needs and challenges in the teacher labour market in Africa;
- protect national education systems from unchecked teachers in terms of technical eligibility, previous professional registration status, and recognition of teacher qualifications;
- protect member states from unethical teacher recruitment practices by recruiting agencies;
- protect recruited teachers' rights and their conditions of service in the host country.

Dr Bissoonauth stated that the African Union was determined that the continental teacher recruitment protocol would include such issues as rights and welfare and recognition of compensation or remuneration, after it had received inputs from its member states. A preliminary survey (in English) was disseminated to all member states which sought to gain input from countries on the development of the protocol – identifying what issues they were facing in teacher mobility and any recommendations for guidelines. The AU had not received responses from its Francophone countries as the consultation had been in English. Many recommendations were incorporated and the continental teacher mobility protocol was developed with guidelines directed toward three core groups: continent-wide, ministries of education and recruiting agencies.

The continental protocol called for harmonisation and mutual recognition of teacher training and qualifications. This would ensure greater efficiency in the migrant teacher registration process as well as increased ease of mobility for teachers. Regional Economic Commissions (RECs) would be expected to assist member states in reviewing teacher mobility according to subject areas in order to identify emerging patterns and implications for decision and policy-making in education. RECs would also provide a website on which member states' ministries of education could advertise teaching vacancies, thereby allowing wider access to cross-border vacancies.

The protocol would facilitate voluntary teacher mobility and manage intra-Africa teacher recruitment without risking the capacity of national education systems to deliver quality education. It also sought for MoEs to develop local policies, strategies, and information databanks aimed at facilitating beneficial teacher mobility and cross-border teacher recruitment as well as promote policy development and reform around such issues in the region and

throughout the continent. Finally, it advised MoEs to work closely with RECs to interpret and implement AU's policies on teacher mobility and cross-border teacher recruitment.

The protocol called for recruiting agencies to register with relevant authorities in the ministries of education and foreign affairs, and be familiar with all regulatory measures pertaining to teacher mobility and cross-border teacher recruitment. It also requested that such agencies ensure teachers seeking cross-border employment opportunities had been cleared by their current employers and were fully aware of the provisions of their contracts.

Dr Bissoonauth addressed some challenges, such as insufficient data on teacher mobility between different language groups, as well as the need for the inclusion of issues such as teacher preparation and curriculum development. To respond to these issues, AUC has commissioned a study in the five regions, including north, west, east, south and central regions as well as Portuguese-speaking countries. The AU concluded that the next step would be to investigate further the implications of the protocol in the francophone countries.

Discussion

Mr Lucio Sia, Programme Specialist for UNESCO's Section for Teacher Policy Development, asked what the timeline of activities for the project was and whether it would be called the teacher recruitment protocol 'for' or 'in' Africa. Dr Bissoonauth replied that at the time of writing the paper, it was being referred to as the 'continental teacher recruitment protocol' and there was no specific timeline for its development as the details would be defined later. Another participant asked what the AU was hoping to gain from the Symposium that would assist it in developing such a protocol. Dr Bissoonauth explained that because the continental teacher recruitment protocol was a work in progress, the inputs of the Commonwealth and the Symposium participants were invaluable. She expressed that it was also the AU's aim to spread awareness about the continental protocol among experts so that it could be validated upon implementation.

Dr Keevy asked to what extent the AU was working with the Association for the Development of Education in Africa (ADEA) throughout the development process since ADEA was primarily a francophone organisation. Dr Keevy added that although he was supportive of the continental protocol, he was concerned that developing such an instrument might be too ambitious and advised that AU member states carefully consider the facets of the protocol they could actually develop. He also asked who would take ownership of the protocol or whether it would be similar to the way in which the Commonwealth Secretariat had responsibility for the CTRP. Dr Bissoonauth replied that although the African Union had initiated the creation of the instrument, ownership would be passed to member states. She explained that often the impetus to implement policy followed ownership of that policy and the best way for African countries to implement a teacher mobility protocol would be if every state 'owned' the protocol. In response, Dr Keevy stated that the African Union should be the lead advocate for the continental protocol, similar to how the Commonwealth Secretariat had championed the CTRP. He asserted that if the AU were not the champion of the protocol, the protocol might face difficulties.

Mr Arnaldo Nhavoto, Director of UNESCO-IICBA, said that his office could assist in the search for francophone and lusophone experts to conduct a study for the preparation of the AU's initiative for a continental protocol. He explained that all of the offices in the region – UNESCO Regional Bureau for Education in Africa (BREDA), UNESCO-IICBA and ADEA – worked in tandem and not competition so there could be collaboration to address the needs of French-speaking countries.

Mr Christophe Mononye, Programme Specialist for UNESCO Programme of Education for Emergencies and Reconstruction (PEER), observed that often such legal instruments were created without any consideration for education in emergencies. He asked whether the protocol

would include provisions for education in emergencies. Dr Bissoonauth responded that she was absolutely positive they would include that.

Mr Muvunyi asked why the initial step of developing this protocol, and disseminating the preliminary survey, was to only anglophone countries. He also asked, since the CTRP had been in existence for approximately years, whether there had been any research to determine whether anglophone and francophone countries felt differently about ownership of the protocol. Dr Bissoonauth responded that the only reason there had been no response from francophone countries was because the survey was in English and they would only respond in French. Meanwhile, Arabic- and Portuguese-speaking African countries all responded in English. Dr Bissoonauth added that the experts hired to create the survey only spoke English so it was difficult for them to write or communicate in French. On the question of ownership, Dr Bissoonauth explained that the AU planned to follow a process of harmonisation similar to the Arusha Convention.

Professor Omolewa asked how, since the Second Decade for Education in Africa will end in four years, the protocol could be assisted in moving forward within such a short time frame. Dr Bissoonauth explained that the AU hoped to receive all inputs by the end of the year and planned to finalise the protocol by the beginning of 2012. Professor Omolewa also asked what type of partnerships the AU would establish with organisations such as UNESCO-IICBA and ADEA and whether the AU would continue collaborating with the Commonwealth on issues of teacher mobility and cross-border recruitment. Dr Bissoonauth replied that the AU would continue to engage with the Commonwealth through the ADEA working group on the teaching profession. Finally, Professor Omolewa asked whether the protocol had any provision for quality of teacher training and if so whether there would be any emphasis on bilingual teacher training or the incorporation of African heritage curriculum. Dr Bissoonauth replied that there had been development of African teacher education institutions with five institutes linked to different science domains including: space science, water and energy sciences (including climate change), the basic science, technology and innovation, life and earth sciences (including health and agriculture), and also governance and social and human sciences.

Dr Keevy commended Dr Bissoonauth and the African Union for the work that they were doing and suggested that that the project include provision for the development of an African curriculum because teacher education was directly connected to curriculum development. Dr Keevy suggested that the European Union (EU) Commission could perhaps assist in funding such a project. Dr Van der Westhuizen asked whether the AU had the capacity to do all of the projected work and Dr Bissoonauth responded that the AU would contract out the work to consultants and supervise the development process.

Session 7. Workshop I: Learning from the CTRP

The final session was a workshop on 'Learning from the CTRP'. The objective was to produce strategies to improve the CTRP's implementation and adapt its principles to the African context. First, led by Dr Manik, participants brainstormed issues surrounding the CTRP's implementation. These covered the following broad areas: data and monitoring; ownership and networking; advocacy and policy; legality; qualifications; stakeholder involvement; capacity building and institutionalisation; and rights and welfare.

In order to provide a framework for discussion and for applying the lessons learned from the CTRP, Mr Penson presented ten key protocol implementation issues found in the literature¹⁸. The eight most prominent themes were used as frameworks for small group discussions. Individual groups analysed a theme, both as it related to the CTRP and to the African teacher recruitment protocol. A spokesperson then presented the findings in plenary. The presentations took place at the beginning of Day Two. The summaries of discussions are as follows:

1. Data and monitoring

The group stressed the importance of verifying data and registering teachers.

Verify data: All data that is obtained should be verified in order to ensure against error or bias on the part of the data collection agency.

Mandatory registration: Teachers must be registered with a local professional organisation, such as teachers' councils, so that they can be accounted for. Ministries of education should also host an accessible database of resources and information for migrant teachers to learn about the institution for which they will be working. MoEs should also utilise existing data collection initiatives (such as those performed by EI) in order to spread resources effectively and prevent duplication. This directly links to the issue of ownership because once the data have been collected, the question arises of who owns that data.

2. Ownership of Commonwealth protocol and AU protocol

The group presented a number of recommendations including: the CTRP should to be adopted and ratified by heads of states in order to ensure support at the highest level; advocacy for the African protocol should be spearheaded by heads of states; and all African Union member states should be encouraged to be present at all relevant forums. This latter recommendation would enhance ownership of the continental protocol because by being present at key meetings, a country can defend inputs, propose amendments, and suggest enhancement strategies for a document. Without the ability to do such things, a country would not feel itself the proprietor of an instrument. The group also suggested that regional meetings be held bi-annually so that regional clusters could share their success stories, challenges and solutions. In addition, they recommended a web forum be created for country focal points (CFPs) to discuss challenges and best practices. Dr Chanda responded that *Commonwealth Connects*, the Commonwealth's forthcoming web portal, as well as the portal being developed by EI, would be useful platforms for such a project.

3. Advocacy and policy

The third group began by stating their assumption: because the CTRP was adopted in 2004 and issues of implementation were still being discussed in 2011, the issue of implementation lies at the focal point level. To address this issue, the group recommended that a regional committee be created to advocate for the protocol at higher levels. These regional points would notify key stakeholders and develop a communication framework for a more consistent feedback loop. In other words, the beneficiaries of the protocol and primary users would be directly connected in a consistent communication loop.

Dr Rudder commented that it was evident the principles of the CTRP extended beyond the Commonwealth. He asked how those who advocated for those principles could be engaged at the highest level. Dr Helen Bond, Assistant Professor of Teacher Education at Howard University, USA, suggested having focal points in universities and using the UN networks for advocacy and awareness of the CTRP globally.

4. Legality

The fourth group's presentation began by differentiating between 'legitimacy' and 'legality' of the CTRP. The group found that the CTRP has legitimacy because it had been adopted by Ministers of Education in the Commonwealth. However, a legalisation process should follow this adoption. Ms Steenekamp explained that the CTRP could be considered legalised if it became a convention which was legally binding, enforceable and where violators of the instrument were punished. Since the protocol was not legally binding it served merely as a set of advisory guidelines for member states to follow. Ms Steenekamp added that despite the CTRP's lack of legal status, its principles had been successfully defended in a court of law. Dr Chanda cited an incident in the Philippines where a recruitment agency was found to employ unethical practices and the court used the CTRP as the precedent. After being found guilty,

the recruitment agency was heavily fined, ordered to pay back all the money collected from its recruiting and forbidden from recruiting again.

The group outlined several factors that could help the CTRP achieve a level of ‘high legitimacy’:

Re-advocate the rationale for the CTRP: Though the CTRP is nearly seven years old, it is still unknown to many worldwide.

In order to inspire action and enhancement of the instrument, society and policy-makers must be informed or re-informed of why the CTRP is so important.

Widely distribute the CTRP: The CTRP must be widely distributed so that more people at all levels know about it. It is currently endorsed at a ministerial level but it should be promoted, through teacher organisations, to teachers, the target group whose rights the protocol seeks to protect.

Promote and nurture an in-house champion: The protocol was endorsed at ministerial level and it is therefore imperative that a more permanent individual within the ministry of education or government serves as an in-house advocate for the protocol or focal point.

Need to primarily engage with education departments: The CTRP should be advocated for under the auspices of Education for All (EFA) and the Millennium Development Goals on education. This would ensure the CTRP is represented in a global context. Since the deadline of these international commitments is approaching, it would provide further impetus for its implementation.

Need to be accountable: There must be a forum for reporting issues and challenges faced by migrant teachers. In addition all relevant parties should attend relevant meetings. For example, in a Commonwealth meeting such as the Research Symposium all key stakeholders should be present so that there is a ‘consensus adoption’ of the instrument.

5. Qualifications

The fifth group suggested that consultants be hired to develop minimum qualification standards for teachers. This would be similar to the minimum standards for education in emergencies as outlined by the Inter-Agency Network for Education in Emergencies (INEE). Mr Ahmed Abokor, Teacher Training Deputy Programme Manager of Save the Children, Somaliland, stated that such a system should be endorsed by all relevant stakeholders such as ministries of education throughout the African Union and the Commonwealth. It was also recommended that recruited teachers have membership in professional associations and be awarded cross-border recognition expeditiously. The process of recognising a teacher’s credentials by the host country should be performed automatically in order to urgently verify teachers’ qualifications.

Mr Peterson Dlamini, Chief Inspector of Swaziland’s Ministry of Education pointed out that teachers’ qualifications should be verified *before* any hiring took place. He asked why they should be allowed to work without the ministry or institution knowing what type of credentials they had. Mr Barry Sesnan, Adviser of Echo Bravo Consultants based in Uganda, replied that in some cases it was not possible to assess a person’s qualifications before they arrived. If there was an emergency and the individual fled their country, it is unlikely that they grabbed their credentials before fleeing for their survival. He added that the impediments to verifying documentation beforehand were not always the teacher’s fault. There were also instances where even if the individual had their documents readily available, the bureaucracy necessary to perform a check took so long that the teacher would not be able to teach. There had been cases in which a refugee teacher did not receive a certification check from the host country until a year after being hired. Mr Sesnan stated that in an emergency, it was unfeasible for a teacher to wait for credential verification before they took up some work.

Dr Kevvy stated that this was proof that some issues applied more to the African context than to the Commonwealth as a whole. Particularly with regards to emergency education (whether the result of a natural hazard or conflict), African countries had more experience in this field than those of the Commonwealth outside Africa. Ms Steenekamp suggested that there should

be a collective electronic database of qualification standards. She asked whether there was any way to create a portal or repository in which every country's standards were listed so that when people migrated there would be a record available for the host country to review the standard credentials of the sending country. Mr Mononye expressed concern over the development of such a system because in the event of a conflict there might be a possibility that such information could be used against teachers. He stated that in many conflicts, teachers were targets of violence and if such a system existed the information about a teacher could possibly be used to fuel propaganda and incite violence. Dr Keevy stressed the need not to duplicate work by creating further portals or databases. He noted that if EI had plans to create such a portal then other ways should be found to complement EI's work.

Mr Sinyolo noted that qualifications varied because of the diversity represented in the continent and that this diversity was amplified at the global level. In Africa, it was known that often teachers were accepted with no qualifications; meanwhile, in Finland, for example, the minimum qualification required to teach is a Master's degree. He asked how, with such differences, a teacher with just a certificate could teach in countries requiring a Master's degree. Mr Penson suggested that a starting point to get around the difficulties with qualifications, especially in emergencies, might be a professional standards system which 'grades' teachers with a competency mark that is the product of a variety of variables. If this were standardised across countries then it could serve as a common system for institutions and schools to judge a teacher's level of competency.

6. Stakeholder involvement

The sixth group identified the main stakeholders of the CTRP and any African teacher recruitment protocol as: teacher organisations, recruitment agencies, relevant government ministries (such as education and foreign affairs), qualification bodies, regional bodies and international organisations (such as the Commonwealth, AU, ILO and UNESCO). The group explained the role each stakeholder would have in the CTRP implementation process.

Teachers' organisations: To identify and conduct research on cases of exploitation of migrant teachers by recruiting agencies and advocate for their protection against such treatment. Such organisations can establish bilateral relations between teachers' organisations in sending and host countries.

Recruitment agencies: To assist in the advertising of teaching vacancies as well as pre-selection of qualified teachers. They should sponsor a form of teacher training for migrant teachers and be expected to sign and abide by the CTRP and continental protocol.

Relevant government ministries: Ministries of education, foreign affairs and other relevant ministries can assist in collecting data on teacher migration and collaborate with institutions of learning in order to make the registration process of teachers more efficient.

Qualification bodies: These bodies would assess the authenticity of migrant teachers' qualifications. As such, they should share technical expertise with government ministries and collaborate with national qualification bodies to develop teacher qualification standards across regions and/or continents.

Regional bodies: Regional bodies can harmonise teacher qualifications among member states in their region.

International organisations: The African Union and the Commonwealth should ensure their respective member states adopt and implement the protocol. Meanwhile UNESCO can assist with curriculum development and teacher training and, in conjunction with the ILO, raise awareness about the exploitation of teachers at a global level.

7. Capacity building and institutionalisation

The seventh group proposed the following recommendations to enhance the capacity building and institutionalisation of the CTRP and continental protocol:

Provide teachers with in-service training: This can minimise disruptions in education for children

because rather than cancelling classes for the duration of the teacher's training process, a teacher can simply learn while teaching. There should be increased capacity for such training, especially in the case of emergencies.

Harmonise teacher recruitment programmes: While recruitment agencies should have the consent of the sending country's ministry of education before engaging in the recruitment process, this does not always happen. The process should be formalised so that all agencies are forced to contact the appropriate ministries beforehand.

Be culturally sensitive: African countries' cultural diversity is so vast that there must be a balance and respect for such differences. In recruiting teachers there should be efforts to have equal representation of the diversity of nationalities and cultures of the continent.

Increase intra-African collaboration: There should be an increase in collaboration among African countries so that teacher education programmes incorporate African values. While cultures differ, there are common values across the continent and thus there is need to share such values at all levels – local, national and regional.

8. Rights and welfare of teachers

The final group shared several recommendations for ways both the CTRP and the continental protocol could address teachers' rights and welfare. First, protocols should develop a teacher qualifications standard, perhaps through employing a 'quality mark' approach. This would facilitate migration because teachers would have clear knowledge about the credentials needed in various countries. Second, they should assume employability for teachers. In order for the protocol to be effective, stakeholders should ensure that teachers would be employed in another country. The group also recommended that monitoring mechanisms be established for adherence or non-adherence to the protocols' principles. This would hold signatories accountable and help the international community put pressure on non-compliant members to protect their teachers' rights. Finally, the group commented that the function of a protocol was to reinforce ethical questions which were often neglected, such as the basic human rights of teachers and migrant workers, as well as to promote policies and incentives on teacher welfare including pensions, remuneration, retirement, accommodation, teaching environment and so on.

Notes

1. The Commonwealth member states in Africa include: Botswana, Cameroon, The Gambia, Ghana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Nigeria, Rwanda, Seychelles, Sierra Leone, South Africa, Swaziland, Uganda, United Republic of Tanzania and Zambia.
2. See Keevy and Jansen, 2010.
3. See http://portal.unesco.org/education/en/ev.php-URL_ID=13882&URL_DO=DO_TOPIC&URL_SECTION=201.html
4. See www.ilo.org/ilolex/cgi-lex/convde.pl?C118
5. See www.ilo.org/ilolex/cgi-lex/convde.pl?C157
6. See www.who.int/hrh/migration/code/WHO_global_code_of_practice_EN.pdf
7. See Hawthorne, 2008.
8. See African Union, 2006b.
9. The main recommendations of the second meeting of the Advisory Council are contained in the Statement attached as Appendix 3. The Statement for the third meeting (18–19 April 2012) are attached as Appendix 4.
10. See www.thecommonwealth.org/files/239059/FileName/Secondmeetingreport.pdf
11. These reports are available from www.ramphalcentre.org
12. This recognises that the effects of climate change are likely to be felt more rapidly and to a greater extent in developing countries. Where mitigation and adaptation strategies are inadequate to address climate-related loss of livelihoods, this will lead to increased environmentally-induced migration. This will need to be taken into account in the policies of both origin and destination countries (Thomas-Hope, 2011).
13. See www.ramphalcentre.org
14. See www.thecommonwealth.org/shared_asp_files/uploadedfiles/%7B7A7E7F29-9D06-4B9B-B9E5-EA9D540ABBEE%7D_ccemRelease.pdf

15. The Regional Convention on the Recognition of Studies, Certificates, Diplomas, Degrees and other Academic Qualifications in Higher Education in the African States (1981) was ratified by many African countries, but faces implementation challenges. It is currently being revised. Also, the World Health Organization's Global Code of Practice on the International Recruitment of Health Personnel was not designed to be legally binding. It would be useful to learn from other existing instruments about the feasibility of implementation.
16. 1 USD = 153.550 NGN. Source: www.xe.com/ucc/convert/?Amount=1&From=NGN&To=USD (retrieved 14 August 2011).
17. According to PEW Research Centre, the era of baby boomer retirement officially began 1 January 2011 and will span approximately 20 years: <http://pewresearch.org/databank/dailynumber/?NumberID=1150>
18. See Appendix 2 for the ten key issues.

DAY TWO: Managing Teacher Migration in Difficult Circumstances

What are ‘difficult circumstances’?

The second day was chaired by Ms Yonemura, who welcomed participants by inviting them to define ‘difficult circumstances’. She explained that the research papers selected for the conference often implied difficult circumstances, which impacted small states and an emergency setting. How did this differ from ‘chronic difficult circumstances’? The group listed key themes such as war, natural disasters, absence of government and political repression as constituting difficult circumstances. The recurrence and size of such problems designated a situation as ‘chronic’.

Session 1. Teacher migration: a case study of the Barbados experience

The first presenter of the second day, Dr Roderick Rudder of Barbados Ministry of Education and Human Resource Development discussed how Barbados was managing teacher recruitment and migration. He began by explaining that Barbados was a small Caribbean island with a population of 280,000 and a teaching force of approximately 3,200 (in public and private institutions). He shared challenges in teacher migration faced by Barbados and outlined how the country was successfully overcoming these circumstances.

Early developments

Barbados, like many West Indies countries, had a history of migration of professionals, particularly to the United Kingdom and the United States. In the early 1990s a London-based agency negotiated the recruitment of Barbadian teachers with the Barbados Ministry of Education, who were to receive payment in exchange. While the Barbados Government approved the release of such teachers, the agency never remitted payment to the Barbados treasury. This was a ‘red flag’ to the Barbados Government and it began to consider ways to safeguard its education interests. In addition, in the late 1990s the New York Board of Education began recruiting Barbadian teachers without the Barbados MoE’s knowledge. These two developments sparked the Barbados Government to develop policy addressing teacher migration.

Developing a policy framework

In assessing the migration of teachers, the Barbados Government believed that it was in its interest to allow teachers to migrate. The migration period would serve as a professional development opportunity, allowing Barbadian teachers to experience a new environment and potentially gain new pedagogical skills. It was for this reason that, despite the unethical recruitment practices to which they had been exposed previously, the Barbados Government facilitated the leave of teachers during the 1990s. Thereafter, the Government established a teacher migration policy with a cap on the number of teachers who were granted leave in any two year cycle – a maximum of 20 teachers. Teachers in special fields where the teaching force was limited, such as mathematics, sciences, special education and geography, were ineligible to apply. Only in exceptional cases were such teachers granted conditional no-pay, non-pensionable leave.

In 2002, the Jamaican Minister of Education scheduled a meeting with the Barbados Minister of Education to express concern over the recruitment of teachers from the Caribbean region. Several countries including Jamaica, Trinidad and Tobago and Guyana were experiencing the same issues in teacher recruitment. Thus the Caribbean Community (CARICOM) countries met in Barbados to develop a response plan. The resulting Savannah Accord, named after the hotel which hosted the conference, was signed by CARICOM member states and ‘called for research at the national level to determine the extent of teacher loss and the impact on the education system’ (CARICOM, 2003). The Savannah Accord inspired the creation of the Commonwealth Working Group on Teacher Migration, which in turn led to the articulation of the CTRP in 2004. Barbados was one of the first to adopt the CTRP, in 2005. In 2006 the Barbados Government enhanced its policy framework. This was following interest from Jefferson County school district in Kentucky, US, in recruiting teachers from Barbados. In that year, the MoE increased the cycle from two to five years before a teacher was granted leave to work abroad again.

Keys to success

Stakeholder involvement: Throughout Barbados’ development of a teacher migration policy, the Ministry of Education directly engaged with teachers’ unions and recruitment agencies. This engagement was from the initial development of the policy and continued through its finalisation. Teachers’ unions were invited to join the CARICOM meeting at the Savannah Hotel. This collaboration with teachers’ unions prevented lengthy deliberations because the union’s inputs were incorporated in the creation of the documents rather than afterwards. As a result of such close collaboration, unions quickly disseminated and promoted the CTRP to teachers.

Incentivising teachers: The Barbados MoE did not set out incentives for teachers to stay at home. Rather, incentives were already ingrained within the country’s education system. For instance, Barbadian teachers earned a competitive salary, had good conditions of service as well as benefits such as paid sick leave, a paid term’s leave, tuition-free education and training, retirement and pension benefits. Dr Rudder explained that the paid term’s leave was an extension of Barbados’ colonial history because, previously, historically British expatriates sent to govern parts of Barbados had been offered a paid term’s leave to visit family back in Britain.

External developments

It was noted that a sending country’s policies are only effective if they complement those of the destination country. While the Barbados MoE created policies to facilitate migration, the changes in policies within the UK and US, its primary destination countries, significantly impacted the migration patterns of Barbadian teachers. By 2005 there was a significant decrease in requests for Barbadian teachers to work in the UK and US. In addition, the requests from teachers to go on leave also significantly decreased. In the US, there was a change in visa status for foreign workers, which decreased the visa validity from three years to one year. Dr Rudder stated that Barbadian teachers were dissuaded from working in the US because the time limit was so short. Even if they were granted an extension, the maximum years would be two years, while under the old visa arrangements, the possibility was up to six years.

Challenges for Barbados

Some of the teachers who were granted leave to the US never returned to Barbados, although they were expected to resume their teaching posts. Some of these teachers resigned upon migrating, while others simply left the position open. This latter case negatively impacted ‘substitute teachers’ who the MoE would hire during the time that a teacher was on leave. Interim teachers felt a sense of job insecurity because if the teacher returned, the interim teacher would lose the job. Conversely, if the teacher did not return, the interim teacher would be awarded permanent staff status.

To address this issue, the MoE set a time limit for a teacher to resume their post, after which the position was deemed vacant. Teachers in the US who had the older-style visas were forced

to return to Barbados earlier than expected, displacing substitute teachers. This was a 'positive challenge' for the MoE because it resulted in a surplus of teachers. Rather than remove the substitute teachers from the system, the MoE established an integration process for the substitutes to become primary teachers, a response that helped reduce the teacher/pupil ratio.

In addition, the global financial crisis in 2008 also led to the return of numerous teachers. As companies and organisations downsized their workforce during times of economic depression, migrant workers were typically among the first to be released. Following the 2008 financial crisis, the New York Board of Education planned to retrench and release 6,000 teachers. Those teachers who did not have green cards were required to resign and immediately return to their country of origin.

There were other challenges faced by the Barbados MoE. The failure of recruiting agencies to keep their promises, such as the London agency failing to compensate Barbados in exchange for teachers, meant that Barbados lost its teachers who did not return after being granted leave. The lengthy negotiations with recruiting agencies meant that it was difficult to force recruiting agencies to comply with the policies of the sending government.

Views of teachers

A survey conducted among many teachers revealed that most of them migrated because of a need for change from a small island. Upon migrating, many admitted feeling culture shock because of differences in the setting and culture. Some complained that students had a lack of respect for teachers and that there were limited opportunities for promotion. They also complained about issues in finding accommodation. As a result of migrating to other countries, most teachers had a better appreciation for the Barbadian school system once they had been exposed to other schools. Most of the teachers also reported failure by recruiters to keep their promises. In addition, many expressed a lack of knowledge of the CTRP.

Discussion

Mr Mononye asked about the Barbadian teacher salary and Dr Rudder explained that the average is 60,000 Barbadian dollars, an equivalent of US\$30,000–35,000 annually. In addition teachers received health care benefits, free tuition and maternity benefits, and there was no salary distinction between primary and secondary teachers. Since further and higher education were free in Barbados, many teachers had earned their bachelor's degree and thus were equally qualified to teach at any level of education.

Dr Bond expressed interest in learning more about the particular recruiters in Barbados. She gave details of Jefferson County school district in the USA, which had recently been involved in a test case of the US Supreme Court because it had sought to use race as a determinant for diversification of the school system, which was primarily Caucasian. Dr Bond asked Dr Rudder whether recruiters were coming in hopes of 'diversifying' their teaching force. Dr Rudder responded that he recognised that the New York Board of Education was motivated to recruit from Barbados because particular New York City schools in need of teachers were populated with predominantly African American students. With regard to the county identified by Dr Bond, Dr Rudder commented that he had noticed it was offering greater incentives than any other recruiting agency such as the opportunity to pursue Master's and PhD degrees in areas not available in the West Indies and free of charge. The agency had also appointed a Barbadian who had worked in the county to serve as liaison between the county and Barbados MoE. This was strategic because the liaison could both effectively utilise his knowledge of Barbadian culture to negotiate a deal while also attesting to the migration experience in the county.

Dr Bond also reported another US case in Prince George's County, Maryland where the US Department of Labor had fined a school district US\$5.9m because of its unethical treatment of migrant teachers from the Philippines. Dr Bond continued by stating that since the US had very few minority teachers, she was surprised that there had not been increasing requests for Barbadian teachers in recent years. Dr Manik commented that this issue was similar in the UK, where inner-city London schools were among the most diverse and most migrant

teachers were placed in such settings. She stated that many migrant teachers experienced culture shock because of the violent and aggressive behaviour exhibited by some students. Ms Juontel White, Communication Assistant for UNESCO-IICBA, asked what the differences were in motivation for Barbadian teachers to migrate to other Caribbean countries versus the US or UK. Dr Rudder explained that inter-Caribbean teacher migration is motivated by salaries; for instance, Barbadian teachers were attracted to work in Bermuda because of the relatively high salary. On the other hand, migration to Western countries was motivated by Barbadian teachers' desire to earn graduate degrees from universities in the US or UK.

Dr Rudder further explained that the Barbados Government was committed to investing in human capital through education. This value in education was inherited through the British system and with decolonisation, black Barbadians made concerted efforts to provide free education for society as a whole. The Government paid the total cost of university fees, an initiative which had since expanded to include free tertiary education, costing the Government more than five times the original budget. The current debate was where to cap the sponsorship of education. In overall human development, Barbados ranked relatively high among countries of its size in the Western hemisphere.¹ Dr Rudder concluded by stating that Barbados was like a boxer able to throw punches above its weight.

Session 2. The role of teacher organisations in managing teacher migration

Mr Dennis Sinyolo, Senior Coordinator of Education International (EI) discussed the role of teacher organisations in managing teacher migration. He first explained that EI had a global membership of 30 million and was dedicated to advocating for quality public education for all and defending the trade union and professional rights of its members (from teachers of early childhood through to university level). Mr Sinyolo also explained that EI engaged with intergovernmental organisations such as ILO, OECD, UNESCO, and UNESCO-IICBA on policy dialogue in an institutionalised manner. He also stated that EI had become institutionalised within Europe so that consulting EI was considered important when developing policies. It had established a similar reputation with OECD countries. EI had also established close partnerships with regional teacher organisations such as the Caribbean Union of Teachers and was advocating for institutionalised social dialogue with regional and sub-regional intergovernmental organisations such as the African Union.

Mr Sinyolo expressed concern at the increasing violation of migrant teachers' rights. The rights abuses gave an impetus to address issues of teacher migration. Mr Sinyolo stated that teachers were human beings and that as human beings they were governed by international human rights laws and instruments. 'For if a teacher is a human and has human rights, then when a teacher's rights are violated then it is also a human rights violation', he said.

Cases of abuse

Mr Sinyolo depicted the exploitation that many migrant teachers experienced. Some teachers were charged exorbitant fees (ranging between US\$5,000 to \$10,000) by recruitment agencies; others were forbidden from joining a union, experienced a work environment similar to a bonded labourer, or were victims of xenophobia, harassment and intimidation. The most common types of abuse were listed as:

Failure to secure employment: Migrant teachers paid all fees demanded by recruiting agencies and were promised a job in return, yet discovered upon arrival at the location that they could not get employment at the institution or had to wait for a particular time until they were allowed to work.

Sub-par accommodation: Migrant teachers were often forced to stay in accommodation owned by the recruitment agency. These locations were often substandard and overpriced. In addition, some teachers had been forced to relocate the same day to other housing units owned by the agency.

Confiscation of documents: Recruiting agencies had confiscated the travel itinerary, personal identification, and other pertinent documents from migrant teachers. These materials had been kept in safes within housing units and teachers were not allowed to take their items because the agency presumed the migrant teachers would run away and file complaints about the recruiting agency.

Forbidden to join unions: This was a direct abuse of labour rights and should not be allowed to continue. Within contracts signed by migrant teachers there could be a clause (often subtle) which meant that if the migrant teachers joined a union they would risk having their contracts terminated or being deported.

An example of violation of human rights – Grace Case

The ‘Grace Case’, as it came to be known, was a case brought to EI in which a migrant teacher from the Philippines named Grace suffered abuse and unethical treatment from a recruitment agency. In March 2008, Grace applied to a recruitment agency for employment in the US. She was charged a service fee of US\$16,000 – an amount she paid in monthly instalments – and was told that upon paying the fees her employment in the state of Louisiana would be guaranteed. In addition, she paid 2,000 Philippine pesos (PHP) for an interview for the position, 2,500 PHP for a briefing seminar to learn about life in Louisiana, the school district in which she would be working, and 3,500 PHP for a medical examination, to ensure she was physically fit. She signed the employment contract to be a special education teacher for which she was expected to earn a salary of US\$40,600 annually. She travelled to the US but was placed in Los Angeles rather than Louisiana and was asked to sign a completely different contract. She was also placed in substandard accommodation. She complained to the agency that it had falsified information about her living conditions. In response, the agency began harassing her and threatened to transfer her to different apartments – indeed they did move her several times with little notice. In all of this, Grace never received receipts for all the payments she made. The recruiting agency was taken to court and was fined heavily and not allowed to operate anymore.

Education International web portal on migration

Mr Sinyolo explained that the Commonwealth’s Teachers’ Group (CTG), which consisted of EI member organisations (teachers’ organisations) within the Commonwealth such as the National Union of Teachers (UK), had made a significant contribution to the development of the Commonwealth Teacher Recruitment protocol and its implementation. In addition, the Council of Global Unions, of which EI is a member, had set up a Working Group on Migration. The working group co-ordinated a global response to the issues facing migrants and migrant teachers and contributed to the annual Global Forum on Migration and Development set up by the UN in 2006. EI itself had launched a migration campaign which had two capacities: to connect migrant teachers as well as provide basic information to promote teacher and student mobility. Within the first scope, EI was planning to create an online platform where migrant teachers could share information and experiences. The site would also contain country profiles with basic information on the qualification requirements to work in particular countries as well as details on potential benefits. As part of the second facet, EI advocated for educational exchanges, for both teachers and students, and built international partnerships between institutions. The Teacher Education Network² is another portal developed by UNESCO-IICBA.

Discussion

Mr Ibrahim Hussein, Chairman of Teacher Service Commission, Nairobi, Kenya, commented that it seemed teachers globally had lost the esteem and respect they had had in the past, when the idea of becoming a teacher was considered a noble calling. He then asked about the extent to which EI was advocating for the ethical practices, accountability and responsibility of teachers in addition to advocating for the rights of teachers. He expressed the opinion that teachers could sometimes abuse the children they were supposed to protect.

Mr Sinyolo replied that most teachers were committed and dedicated professionals who carried out their responsibilities with integrity. EI was concerned about both the rights and the obligations of teachers and the EI Declaration on Professional Ethics was a key instrument that addressed teacher conduct and outlined how teachers should engage with their MoE and other education authorities, community members, parents and students. EI collaborated with member organisations at the country level to develop and apply a code of standards and professional ethics. The education sector is lagging behind other fields such as health and law, which already had self-regulating bodies and intricate ethical and qualification standards. In these fields there were instruments which regulated entry and exit into the system. He suggested that an agency dedicated to regulating the teaching profession, as well as ethical standards be set up. In regards to the decrease in esteem attributed to teaching, it was suggested that perhaps the reason for this was the decreasing salaries allotted to teachers. In the past, teaching was considered an expert profession and a few highly trained professionals became teachers. However, through the years, the increase in the number of teachers had led to a decrease in both teacher salaries and the level of respect for teachers. Mr Sinyolo mentioned that in Nordic countries such as Denmark, Finland and Norway teachers were largely respected because they were highly trained, highly paid and able to work autonomously.

Session 3. The CTRP in action: Rwanda's experience in recruiting science and English language teachers and teacher trainers from its neighbouring countries

Mr Emmanuel Muvunyi, Executive Secretary of the Teacher Service Commission of Rwanda's Ministry of Education, began his presentation by stating that the 1994 Rwandan Genocide was often the first thing that came to the minds of people when they heard about Rwanda. He therefore wanted to provide an overview of the history of Rwanda covering the pre-colonial, colonial, genocide (1994) and post-genocide era. Despite the cumulative impacts of Rwanda's past, Rwandans had worked hard to champion the recovery process and design the future. The presentation had four main goals: to depict Rwanda's historical context; to provide an overview of education in the country; to outline the MoE's response to the status of teachers and teacher training; and to evaluate Rwanda's membership in regional and international bodies as it impacted teacher mobility and cross-border recruitment.

By the eleventh century, Rwanda was a centralised monarchy under a succession of kings. The king was supreme but the rest of the population (namely the 'Bahutu', 'Batutsi' and the 'Batwa') lived in harmony. In 1899, Rwanda was colonised by Germany, then in 1919 it was mandated as a territory of the League of Nations with Belgium as its 'protector'. Colonial action distorted the harmonious social structure and created a false ethnic division between the 'Hutus' and 'Tutsis' which led to disastrous consequences. Mr Muvunyi said that, in 1959, approximately two million people were sent into exile. His own family had been among those exiled as his parents fled to neighbouring Uganda, where he was born. Mr Muvunyi argued that the origins of the Genocide against the Tutsis could be traced back to this period and not 1994 as was often conceived. The first two Republics in 1962–1973 and 1973–1994 respectively that followed Rwanda's independence institutionalised discriminations against the Tutsis and subjected them to periodic massacres.

At the onset of the Genocide against the Tutsis in 1994, schools were among the first targets of the violence. Many schools and churches were ransacked and destroyed. As a result, many in the teaching force were killed and others went to exile. The Genocide claimed over one million, mainly Tutsis and moderate Hutus. Mr Muvunyi stated that the impact of the genocide included large numbers of orphans and widows and left many suffering from disease, hunger and homelessness.

Following the Genocide, education was given priority in the national development agenda because it was viewed as a path to social and economic recovery, poverty reduction and sustainable development. The MoE's first post-Genocide education policy focused on the development of a united, mutually supportive Rwandan society working to achieve the well-being of its members. The MoE did this through innovative reforms such as the nine-year

basic education (9YBE), which aimed to ensure that all children in Rwanda can access and complete the full cycle of basic education (six years of primary education and three years of secondary school) fee-free – a level which was achieved in 2011. Following this, the MoE set an ambitious goal of extending compulsory basic education to 12 years. In order to achieve this, the MoE drew upon the Rwandan tradition of *umuganda*, which is a culture of participation in community development. Engaging with local communities enabled investments to improve the quality of education alongside the expansion of school infrastructure. It applied a rapid school infrastructure programme involving the community, a strategic realignment of the curriculum and course content, the introduction of an interim double shifting system, a greater focus on teacher specialisation and decentralised strategies to improve the procurement and delivery of learning materials. Mr Muvunyi showed photographs of collaborative school construction where high level government officials, the army, police, and the citizenry were involved in the construction of classrooms.

Mr Muvunyi stated that while 94 per cent of Rwandan school-aged children were enrolled in school, the challenge remained in attracting, training and retaining effective teachers to teach these children and hence challenges associated with ensuring quality education. Prior to 1998, Rwanda lacked teacher training institutions for secondary school teachers. In addition to this challenge, there had been high attrition and wastage, with many teachers retiring, resigning or searching for other jobs due to poor working conditions. In response, the MoE developed a policy in 2007 which sought to promote a steady supply of qualified teachers (Rwanda Ministry of Education, 2007). With this, it utilised its membership in regional bodies such as the East African Community (EAC) and through its bilateral relations to create partnerships with neighbouring countries in supplying teachers. For instance, it established a Memorandum of Understanding (MoU) with Kenya, through which Kenya agreed to supply teachers in mathematics, science, technical subjects and the English language. The MoE also established agreements with the Ugandan Ministry of Education and Sports as well as the Education Service Commission of Uganda to provide training for its teachers. Other teachers came from Congo, India and other countries.

Rwanda was dependent on migrant teachers it had employed through targeted sourcing of various groups. Foremost, it had targeted Rwandan former refugees to return and teach in their homeland. There were also voluntary job seekers especially from neighbouring countries such as Burundi, the Democratic Republic of Congo, Kenya, Tanzania and Uganda.

Rwanda had used the ethical guidelines provided in the CRTIP in drawing up bilateral agreements, providing professional development for its teachers, and drawing up contracts for teachers recruited from outside Rwanda. The conditions of service for these teachers were in line with the CRTIP.

Session 4. Refugee teachers: from Zimbabwe to South Africa

Dr Sadhana Manik, Lecturer and Researcher of the University of KwaZulu-Natal, South Africa, presented a paper entitled *Zimbabwean education professionals in South Africa: Motives for migration and experiences in the host country*. She explained that there had been limited research on Zimbabwean education professionals except one conducted by a Christian organisation which sought to use the information for humanitarian assistance. Dr Manik's research methodology was an ethnographic study based on 12 interviews of migrant teachers in KwaZulu-Natal, an entry point for migrant teachers and unskilled workers into South Africa. Although the scope of the present work was limited it would benefit from a wider range of methodologies. Focus groups and other types of interviews, for example, would have enriched the data.

Individuals interviewed were between the ages of 27 and 41. The findings revealed teachers' views of migration and their motives. Many teachers migrated from Zimbabwe to South Africa because of political pressures. Often voting took place in Zimbabwean schools and in the aftermath of an election the losing party would immediately target teachers – not only in schools but also at home. While interviewees did not share the details of the type of harassment teachers

faced, the harassment was intensified at a level so severe that when it occurred in one's home, that one visit was enough to cause a teacher to desire to emigrate immediately. In addition, depending on a teacher's affiliation with a particular political party or involvement in political activity, the school administration might ask them to resign from their post. Economic reasons for migration included high inflation, low salaries (some were earning US\$100 per month – less than a living wage) and the lack of basic products available in local markets. Educational reasons included teachers' desire to earn graduate degrees after receiving a scholarship or to earn additional certificates, which could lead to better job prospects.

The reason for migration directly impacted on how refugee teachers viewed themselves. For instance, if a teacher migrated because of political persecution they claimed to be a 'political refugee'. Meanwhile, if the motivation was financial then they deemed themselves an 'economic refugee'. The term 'refugee' was applied strategically because if an individual claimed to be a refugee they would seek asylum and be permitted to work without having to pay permit fees.

Dr Manik found that many of the Zimbabwean teachers interviewed were not recruited through a formal programme but occupied temporary positions. Although South Africa needed mathematics and science teachers, the Government did not recognise the possibility of long-term assignments for Zimbabwean teachers. These teachers attested to bribery and corruption within the system and stated that those who engaged in such unethical practices were often able to negotiate longer contract terms. Teachers also expressed frustration over inefficiencies within the South African Government. For example, there was a policy that within the first two weeks of arrival, migrant workers had to register at the appropriate office(s). Some teachers explained that they had been awarded work permits and on going to a job interview were told that the assigned permit was the wrong classification, meaning that the teacher had to start the permit application process all over again. This was highly frustrating and stressful for migrant teachers who simply desired to be integrated into the job market as quickly as possible so that they could earn a salary to provide for their families.

Dr Manik noted that some teachers also experienced xenophobia. These teachers explained that they were harassed by South Africans who, viewing their skin colour, assumed they spoke Zulu, the dominant language of the region. If the Zimbabwean teachers professed that they could not speak the language, they were teased and heard remarks such as, 'You're black, why don't speak Zulu?' This made the Zimbabweans feel outcast and as a result, they primarily interacted with other foreigners, among whom English was a shared language.

This was not first time South Africa had had a presence of Zimbabwean migrants – it was a 'third wave migration'. Xenophobia was highly prevalent within the society and many South Africans felt that migrants were usurping social services. Dr Manik argued that this was not the case and migrants had many skills to offer towards the progress of South African society. She recommended the South African Government capitalise on the potential skills of migrants and facilitate their mobility rather than create impediments to their integration in society. Overall, Dr Manik identified two key needs of South Africa: to develop strategies for the effective integration of Zimbabwean teachers to the system and to remove the barriers which prevent them from migrating expeditiously.

Discussion

Professor Omolewa commented that the experience of the Zimbabwean teachers was similar to how, in his opinion, Nigerians often discriminated against Ghanaians. He stated that because of such xenophobia, along with other factors, Ghanaians eventually ceased migrating to Nigeria in large numbers. Today, migration patterns have reversed and Nigerian teachers were migrating to look for employment in Ghana. He predicted that the Zimbabweans, like the Ghanaians, would come to see a similar reversal of roles and such current degradation would only strengthen them in the end. Professor Omolewa also commented that South Africa had a reputation of being a 'rainbow nation' with many different races, nationalities and ethnicities, so this anti-migrant spirit should be addressed.

Professor Omolewa also noted that South Africa was a signatory of the UNESCO Convention

on the Protection and Promotion of the Diversity of Cultural Expressions, which called for countries to promote respect for diversity of language, opinion, practice and culture among its citizens. He asked whether such an instrument could be used to pressure the Government to ensure diversity of language. Dr Manik replied that to the international community South Africa appeared to be a rainbow nation, especially since it hosted the 2010 *Fédération Internationale de Football Association* (FIFA) World Cup. However, in her opinion, serious racial issues persisted at the grassroots level in South Africa.

Ms Garg commented that often migration processes assumed a level of xenophobia. She said this had been evident in the UK in cases of migrant teachers from Australia, India, New Zealand, and various African countries. She stated that it was interesting to compare the experiences of migrant teachers in a particular country. Teachers of Caucasian ancestry summarised their term as a more positive experience, while those of South Asian or African ancestry admitted to having more negative experiences. Ms Garg said that there was a global need to improve issues of race and ethnicity when addressing teacher migration. In addition, the issue of gender was missing from international strategies. Dr Manik noted that she had made a presentation on the gendered nature of migration at the 2010 Symposium.

With regards to race and ethnicity, a study on South African teachers who migrated to the UK found that only Indian and white teachers were being recruited because the agencies assumed that black South African teachers did not speak English as their first language. She also noted that destination countries such as the UK assumed that they were receiving the most qualified teachers yet were unaware of the 'racialised gate-keeping' exercised by recruitment agencies.

Mr Kaizer Raseane Makole, Research Manager of the South African Democratic Teachers Union added that he had managed a youth programme in South Africa which included diversity training. Such training focused on teaching students the importance of accepting people of varied communities, backgrounds, races and ethnicities. He said that, in his experience, much discrimination occurred because of the varying levels of education attained by individuals. Mr Makole stated that he presumed much of the discrimination between Zimbabweans and South Africans might also be attributed to differences in educational level. He explained that if teachers' salaries were based on the level of education a teacher had attained, and Zimbabwean teachers on average had attained a lesser level of education than South African teachers, then Zimbabweans would earn less than South Africans – causing tensions between the two groups. Dr Manik responded that xenophobia had the same chance of taking place in higher education institutions as in the work place and affected all types of people, no matter the level of education attained, class or race. Dr Keevy concurred that the racial situation needed to be addressed. Ms Steenekamp added that the South African Government recently evaluated 1,400 Zimbabwean teachers and found that only 780 of them held qualifications which met the minimum standards for teaching in South Africa.

Ms Emembet Mulugeta, Project Officer with UNESCO-IICBA, asked whether there were any distinctive problems that only women teachers faced. Dr Manik replied that she did not have substantial research regarding the experiences of women. However, in the UK she did learn that there were distinct differences between male and female migrants. Indian teachers who migrated to the UK had primarily been male. Without support from their wife in the home, they had to learn how to cook and take care of household duties. Women were particularly impacted by violence. There was a case of four school children in South Africa who beat up their female teacher because they did not like her 'white Afrikaans accent'.

Mr Sinyolo commended Dr Manik for the great work and attested that, as he was a Zimbabwean, he could attest that the information described was a true reflection of the reality lived by Zimbabwean migrant teachers. He also wondered whether South Africa would move towards organised recruitment. The process of evaluation of qualifications, securing work permits and police clearance made the process longer and frustrating and it was hoped that these issues would be dealt with eventually.

Session 5. Where have all the teachers gone? Why there are never any teachers in Africa's refugee camps and what we can do about it

Mr Sesnan presented on the lack of teachers in African refugee camps. He shared his analyses of his experiences of education in emergency settings and posited recommendations for retaining teachers during such crises. He began by explaining that a refugee setting was a complex scenario and invited participants to imagine they were one of the following: a youthful person, trained teacher, parent of a primary school child, host authority, UNHCR (United Nations High Commissioner for Refugees) official, home authority or church. He asked participants to imagine that they were a student whose university has been closed due to an emergency (whether a conflict or natural disaster) who was immediately recruited to work as a teacher in a refugee camp. A stranded student might have frustrated ambitions and might not want to work as a teacher. He continued by asking participants to imagine another scenario, where they were in a country in which among the population of six million, two million had died, two million had been displaced and two million were isolated or living very poorly as a result of the crisis. Mr Sesnan explained that in this context, teachers migrate towards where they could earn a salary. Among thousands of refugees in camps, Mr Sesnan argued there were rarely any professionals because this demographic had already migrated to areas where they could earn a decent wage.

Mr Sesnan also shared his experience of working in South Sudan. The town in which he had been based had been cut off from communication, internet and other services; however, teachers migrated from Mozambique or Uganda, leaving their families behind, because of the opportunity to earn a salary. He argued that if teachers in a refugee camp were paid even US\$1,000 per month, there would be no shortage of teachers in the camps. The reality was that teachers in refugee camps earned meagre wages because the policies of some international organisations such as UNHCR limited the salary levels for various positions in an emergency setting. He contended that UNHCR strategically avoided using the term 'salary' for refugee teachers and instead referred to compensation as a 'stipend' or 'allowance'. Another reason why teachers avoided working in the camps was because they were refugees and not on contract.

According to Mr Sesnan, there was no incentive for teachers to remain in their community during an emergency. Often agencies and individuals complained that teachers refused to remain in the camps to help their community; however, he argued that the critics failed to understand the teacher's perspective – they still had a family to care for and perhaps had even suffered trauma themselves. Teachers preferred to migrate and earn a decent salary rather than live in a refugee camp.

Mr Sesnan also mentioned that it was dangerous for salaries to be manipulated. In 2002, the Government in Côte d'Ivoire stopped salary payments to teachers in rebel areas, which caused teachers to move to government-ruled areas in the hope of earning a salary. Likewise, in the Democratic Republic of the Congo, the Government refused to administer national examinations in rebel-controlled areas, so teachers and students moved to other areas.

Another issue to address was the curriculum. Depending on the backgrounds of the students and the perspective of the host country's MoE, there might be opposing views on what curriculum should be taught in refugee schools. In South Sudan, for example, there had been anglophone schools and francophone schools and the differences between them lay not only in language but also in pedagogy. The anglophone system employed high levels of trust in teachers to create lessons themselves, while the francophone system relied on a more mechanical, standardised approach led by centrally-prepared materials. In a refugee setting neither system would be appropriate because while the anglophone curriculum might place too much pressure on the refugee teacher, who might not be skilled enough to handle a class by themselves, the francophone curriculum relied too much on resources and materials, which were not always immediately or wholly available. Further, the curriculum in an emergency setting did not necessarily have to be adapted to the local context. Mr Sesnan argued that schools should be providing basic primary education and books from any country could be utilised to teach subjects such as mathematics and language, while subjects such as social science, geography and history should be adapted.

Mr Sesnan noted that it was important to differentiate between a 'competent' and 'confident' teacher. Competency was the attainment of credentials, education and experience to be able to fulfil a position successfully, while confidence was the poise and strength to present material even if one did not know it. He explained that while an individual may be competent, they might not be able to teach in the classroom. He stated that no training, no matter how specialised, could prepare an individual for their first day of teaching a class. Mr Sesnan recalled that he earned his teaching credentials in Uganda and his first teaching assignment had been to a secondary classroom in Tanzania. He had been scared, nervous and sweaty yet also excited about the opportunity. In emergency settings, there was a need to train people rapidly but rapid training should not be equated to poor quality training. Teacher training should equip and enable teachers to teach.

Mr Sesnan demonstrated a teacher training tool which employed video technology to train teachers and could be recommended for extreme emergencies. He developed the tool while working for UNHCR. The pilot project involved 400 Darfuriian teachers in Chad. Each participant was given 24 hours' notice to prepare their best 30 minute lesson. The following day, a video camera was used in the classroom to record the entire lesson and the teacher received an evaluation from UNHCR. They were also given a CD copy of the recording and groups of teachers were invited to critique each other's lessons. Mr Sesnan had been leading the development of the project and some critics argued it would fail because teachers would not like being recorded. However, teachers admitted to enjoying the programme, particularly the opportunity to learn from others and critique colleagues. He found that the videos were effective in training teachers who had only received in-service training because they were able to see what a 'good lesson' looked like. He added that the only caveat to this project was that it relied on technology and in some rural areas such tools might not be available.

Discussion

Ms Jodie Fonseca, Africa Education Advisor for Save the Children Ethiopia, asked what the experience had been for teachers in long-term refugee settings, and whether many teachers returned to their home country. Mr Sesnan responded that it depended on the country and societal context. For instance, in South Sudan not many teachers returned, while in Côte d'Ivoire some teachers returned after two years. He added that some of the biggest obstacles he had faced in the field were the policies of the organisations working there. He noted that some international guidelines for education in emergencies could impede effectiveness and efficiency of the work. For instance, the INEE Minimum Standards emphasised the need to facilitate community participation in education reconstruction, which most parents and community members were unable to offer. Yet in an effort to meet all criteria of the Standards, UN agencies would tell parents to manage the schools. Unfortunately, in his opinion the idea of participation could be a stumbling block to education reconstruction. Finally, Mr Makole asked whether the best place for teacher training was a university as an institution. Mr Sesnan responded that, in education in emergencies, the best provision for training would be in-service.

Session 6. Workshop II: A) Teacher migration and education in difficult circumstances

Mr Mononye and Mr Sesnan led the second workshop, on teacher migration and education in difficult circumstances. Participants collectively shared case studies and challenges in the field of education in difficult circumstances. Mr Mononye began the discussion by highlighting the issue of the salary gap in education in emergencies. He explained that as a result of the crisis in Somalia, many teachers there migrated to Kenya. This caused a teacher shortage in Somalia and to help fill the gap, UNESCO provided certified training of teachers in Mogadishu. Mr Mononye also observed that teachers who worked for international organisations earned a salary of approximately US\$300 per month while those employed by NGOs earned \$90 per month. He stressed that it was important to address teacher salary disparities in emergencies.

The group identified the 'next steps' in overcoming the challenges of education in difficult circumstances including: maintaining relationships between key stakeholders; identifying

critical gaps in teaching institutions and research methodology; and advocating collaboration at community, regional and international levels. Mr Sesnan shared his belief that co-ordination was not necessarily in the interests of the intended beneficiaries – refugees – because when systems were ‘co-ordinated’ refugees were told to use preselected services. However, in an ‘unco-ordinated’ setting, refugees could exert their freedom of choice and could ‘shop around’ for the best services. For instance, if a Jesuit organisation had the best school and a German organisation hosted the best healthcare facility, then refugees should have the freedom to select the services they liked the most, rather than being forced to utilise a pre-selected combination.

Mr Mononye presented an overview of the education context in his home country, South Sudan. He explained that in Sudan, schools stopped teaching history from 1956 onwards because there were major disagreements over historical events. While South Sudan might have a unified history, Sudan might still be in conflict. Another contentious issue in schools was the language. He explained that when Arabic became the national language, it was felt that the Arabic courses were tinged with Islamic doctrine. As South Sudan was predominantly Christian, many felt anxious that they were being forced to learn Islamic beliefs.

Mr Sesnan explained that many South Sudanese in Juba migrated north to Khartoum. They could not build homes, go to school or have other citizenry privileges because they were not registered. Some then migrated to neighbouring countries such as Kenya, Ethiopia, Uganda, the Central Africa Republic and Chad. Many young boys who were migrating during this time were kidnapped by militia groups and forced to work in garrison training camps. They became known as ‘the Lost Boys of Sudan’. Sudanese refugees were subject to different policies depending on which country they migrated to. In Uganda, Sudanese refugees could live in and around the refugee camp, while in Kenya they were mandated to live only in the refugee camp. Reconciling the education of Sudanese children educated in Kenya and Uganda could be difficult because the syllabi and school calendars were different.

Plenary discussion

Mr Mononye and Mr Sesnan facilitated a group discussion in order to identify case studies and assess how a continental teacher mobility protocol would assist education and teachers in an emergency setting. They first asked participants, ‘If you were a refugee what syllabus would you want used to teach your child?’ Participants were told to consider how long they would expect to stay in the camp – if it was a long-term situation then parents might want to use the curriculum of the host country and if it was short-term then they may want to use that of their home country. They were also advised to keep in mind that despite what might be desired, the host country might have certain policies that made only one of the options available.

Dr Manik added that it might be a matter of proximity, as in parents simply sending their child to the closest school, or of finances, as parents did not want or could not pay for the child’s education. Mr Sesnan replied that sometimes a refugee situation was advantageous for certain demographic groups who would have access to services they might not had, such as girls’ education or healthcare for disabled persons. Mr Penson added that if he were a refugee parent he would want the curriculum of the home country used because his ultimate goal would be to return home.

Asked about salaries and remuneration, Mr Sesnan said that UN countries had a standard for average salary level but certain agencies were notorious for paying refugee workers too much or too little. Ms Fonseca mentioned that, on the other hand, there was no clear marker for what was deemed ‘good compensation’. She said that organisations always debated whether to pay a large salary or a salary equivalent to what the local government could afford to pay its workers. Mr Sesnan replied that it was necessary to assess the market because by doing so, an organisation could gain an accurate depiction of what was an ‘appropriate’ salary for that country. Mr Hussein commented that though Kenya had expressed it had enough employment to offer positions to refugees, not all refugees have been employed. He explained that Kenya could not attract refugees to become teachers because many recognised that they could earn much more working for an international organisation and thus applied for positions with such organisations.

Mr Sesnan replied that there was a need to distinguish between an emergency situation – when people typically have no choice in the organisation or type of work they obtain – and the reconstruction period when more choices become available. Mr Mononye added that in South Sudan, the Government had stopped recruiting teachers from East Africa. He noted that these teachers were given an addition bonus of US\$200 while Sudanese teachers who returned were not given any bonuses. Mr Sesnan added that all of these disparities and recruiting processes would take time to address, but the Sudanese MoE had agreed that returning Sudanese teachers or those with teaching qualifications would be paid a good salary.

Ms Clemence Muzard, Intern for Save the Children Ethiopia, asked whether the teachers in an emergency setting had been trained to address the psychosocial needs of children. Mr Sesnan replied that indeed teachers were briefed on dealing with the psychosocial needs of children who may be traumatised but were not trained to be experts in that field. He added that foreign teachers in particular who enter a traumatised community might not fully understand the context and what being affected by the emergency meant.

Mr Sinyolo commented that often in an emergency setting and increasingly in reconstruction, funding for educational efforts was limited or unavailable. He noted that in post-conflict areas it was important that education be included in emergency and reconstruction planning and supported with adequate funding. This was crucial for the capacity building of a given country because if a majority of funding were granted to international organisations and very little was allotted to the MoE, then the MoE could not provide quality education for its citizens. This created dependency on foreign organisations without developing local capacity. He also stated that the psychosocial needs of teachers should also be addressed, as some might have been as traumatised as their students. Mr Sesnan stated that with regard to funding, it would be useful if donors allotted funding based on the quality of services an organisation delivered.

Mr Mononye added that there had been increasing collaboration between UN agencies and other organisations addressing education in emergencies, such as Save the Children. The Consolidated Appeals Process (CAP) was the humanitarian community's principal tool for co-ordination, strategic planning and programming – helping various organisations to harmonise their responses.

Session 7. Workshop II: B) Review questions for the African Union

Mr Penson presented the final session. He presented a series of questions in order to solicit policy recommendations for the African Union to consider in developing a continental teacher mobility protocol. It was noted that one of the distinct challenges faced in Africa but less in the wider Commonwealth was the issue of armed conflict, which often forced teachers to migrate for security. The questions therefore addressed the differences between forced migrant teachers and voluntary migrant teachers. Participants' deliberations are recorded below:

1. What are differences in the issues faced by forced migrant teachers compared to voluntary migrant teachers?

Knowledge about the context/better preparation: While voluntary migrant teachers may have had the opportunity to learn about the teaching environment of the host country, forced migrant teachers might simply be introduced into a completely new context without any previous knowledge of the education system or country.

Freedom of choice: An underlying assumption of the CTRP was that teachers have the option of choosing where they would like to migrate. However, in situations of forced migration a teacher might only have one option, a single country or location where they would be offered safe haven.

Communication barriers: Differences in language and culture from the teacher's home country might mean that a voluntary migrant might choose a country that spoke a language they understood, while a forced migrant would have no choice and was likely to face communication barriers.

Entry into the formal labour market: A voluntary migrant would negotiate their entry into a host country and prepare documents for employment. This was difficult for forced migrant teachers.

Lack of ability to negotiate terms: While voluntary migrant teachers were assumed to have greater opportunity to set guidelines and negotiate salary and benefits, forced migrant teachers often did not have that opportunity and were, instead, presented with a preselected package – which might not include benefits.

Environmental/psychosocial stress: The emergency context left a forced migrant teacher with few options to choose the region in which they would live and the type of living arrangements they received. Accommodation might be substandard compared to what they were accustomed to, and this could contribute to stress. In addition, being placed in a new society with perhaps different traditions might lead the forced migrant teacher to feel isolated and experience a sense of culture shock.

Professional recognition: This might be easier for voluntary migrant teachers, but not a forced migrant teacher, who might have rushed to flee their country and not have gathered key documents such as their teaching credentials. The lag time of verifying qualifications was argued to be a distinctive experience of forced migrant teachers.

Experiences as teachers in host country: The overall experiences of a voluntary migrant teacher and a forced migrant teacher, from the classroom setting in the home country to the process of migration and integration in the host country, might be entirely different for the two groups of migrant teachers.

Legal status might be questioned: While it was often assumed that voluntary migrant teachers have received the proper work visas or had been awarded a certain legal status in the host country, forced migrant teachers might be assumed to be ‘illegal’ and as such might be under constant scrutiny.

Exit options: The policies of a host country might differ for forced migrant teachers and voluntary migrant teachers. This particularly impacts the length of stay as well as the conditions under which such teachers could be released.

2. What are the similarities in the issues faced by forced migrant teachers and voluntary migrant teachers?

Both groups were migrants and were introduced to a foreign context where they sought security (physical security and security of legal status). They might be ‘beneficiaries of privilege’ to be allowed to teach in a receiving country. However migrant teachers, voluntary or forced, usually experienced vulnerability and culture shock, and all had the same need for survival in a foreign country. In order to achieve this, both groups needed to adapt to the foreign country.

3. Should the AU protocol address forced migration particularly?

The participants responded that the AU protocol should address forced migration. It was observed that Africa had been historically impacted by conflict. While some conflicts had persisted for many years, others might still be looming. It was suggested that, since there had been a separation in addressing the needs of voluntary and forced migrant teachers, directly addressing forced migration through a protocol would help to nullify this dichotomy and help mainstream the needs of forced migrant teachers. This was also because some of the conflict and emergency situations in Africa had created a ‘grey zone’ where migrant teachers could equally be classified as involuntary and voluntary. In addition, changes in the political and economic climate of a society could significantly impact a teacher’s security and lead them to migrate involuntarily.

4. What additional responsibilities do governments hosting refugees need to have?

It was suggested that the host country facilitate, create and strengthen mechanisms to support the integration of migrant teachers into the formal labour market and provide access to and opportunities for professional development. It was important to develop national policies addressing migrant and refugee teachers, which both protect refugees, giving them equal

treatment under the law, and enforce punitive measures against agencies that exploited refugee or migrant teachers. The host country should also provide physical protection and ensure safe passage and distinguish what was assumed a right for all refugees versus what could be distinctly applied to refugee teachers. It was therefore important that host countries consider human rights as well as the responsibilities of teachers and what they could contribute to the host country or refugee centre.

5. What policies are necessary for governments to consider that ensure the welfare of refugee teachers?

Accommodation policy: Before a teacher could begin to prepare their lesson they had to have housing and security thus the host government should establish a policy which would assist refugee teachers in the process of securing housing.

Expedite recognition of credentials: In an emergency situation, documentation of a teacher's credentials may have been destroyed, stolen or otherwise left behind. The host country should expedite the verification process – working closely with the sending country's ministry of education or other relevant institutions, where possible – in order for the refugee teacher to begin working as soon as possible.

Integrated policy between all official agencies: Governments should also ensure that all key agencies are operating in a collaborative process when engaging with refugee teachers. This would ensure that refugee teachers were provided with clear and accurate information and were also not subjected to acting as a 'middle person' between all agencies.

Remove bureaucratic hurdles to integration: Host countries should ensure that refugee teachers were integrated as quickly as possible by providing the necessary basic needs as well as employment.

Raise awareness around cultural sensitivity and diversity in host communities and work environment: Culture shock could negatively impact a refugee teacher and cause serious psychosocial stress. Host governments should encourage institutions and their employees to exhibit an attitude of acceptance and tolerance of people from varied backgrounds, ethnicities and creeds.

Job security policy: In any society, refugee teachers were often the first type of employee at risk of contract termination. These teachers should be given job security so that they are able to provide for their families consistently.

Promotion policy: In a long-term refugee situation, a refugee teacher may reside in a host country for ten or more years. Given their experience in the host country's education system, they should have an opportunity for professional development and promotion.

Gender migration policy: There were specific gender issues that impacted women and men – for instance, violence against female teachers or male teachers who had to look after themselves if they did not have a family with them. There should be policies in place to address gender.

Language policy: Refugee teachers sometimes spoke a different language to that of their students or the officials with whom they had to deal. There should be policy created to develop programmes which provide language training to refugee teachers so that they could more easily communicate with students and officials from the host country.

Compensation policy: Governments should offer organisations and institutions guidance on acceptable minimum remuneration for refugee teachers.

Notes

1. Barbados' Human Development Index (HDI) is 0.793, which gives the country a rank of 47 out of 187 countries with comparable data. The HDI of Latin America and the Caribbean as a region is 0.731, placing Barbados above the regional average (UNDP, 2011).
2. UNESCO-IICBA's Teacher Education Network (TEN) aims to facilitate the sharing of experiences, and also research and development of new knowledge and skills among African teacher education institutions. The Network will be a medium for the development of up-to-date and well-experienced teacher educators in Africa. The TEN can be accessed at www.ten-iicba.org

Closing of the Symposium

Mr Penson reviewed some of the key issues raised throughout the Symposium. Predominant issues included internationalising and institutionalising the principles of the CTRP, ensuring such policy instruments were legally enforceable; the gendered nature of teacher migration; and addressing varied standards of teaching qualifications. Mr Penson stated that the next Symposium was projected for 2013 as such time (two years) would be sufficient for more research to be completed. Mr Penson thanked UNESCO-IICBA for hosting the event and for its contribution to the planning and organising of the Sixth Commonwealth Research Symposium.

Mr Lucio Sia, Programme Specialist for UNESCO Section for Teacher Policy Development and representative from UNESCO Headquarters in Paris, France, thanked, on behalf of UNESCO Headquarters, all the participants for their effort and intellectual inputs shared throughout the conference. He commented that he had witnessed quality contributions from every participant and noted that even as the meeting concluded and individuals finalised departure, everyone should remember the content and experience shared throughout the two days. Mr Sia encouraged participants to harness the knowledge they had gained from the meeting and stressed that the content should be documented as a concrete output of the Symposium, which could serve to provide all teachers with the information which had been garnered. In particular he thanked Mr Arnaldo Nhavoto, Director of UNESCO-IICBA, the Commonwealth Secretariat, and Professor Michael Omolewa for the invitation to attend and each participant for making his experience valuable and interesting.

The Symposium concluded with a statement of the recommendations and was formally closed by Mr Nhavoto, the Director of UNESCO-IICBA, who thanked the Commonwealth Secretariat and in particular Mr Jonathan Penson, and all the various organisations and individuals represented at the Symposium. He noted that the discussions and deliberations were valuable and useful and hoped that the next steps on teacher migration that were discussed would be taken forward.

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Appendix 1. Symposium Paper Abstracts

Migration and development: Key issues for consideration for the Commonwealth

Constance Vigilance, Independent Consultant (former Economic Adviser, Commonwealth Secretariat)

Major development partners such as the World Bank, the International Organization for Migration and the Commonwealth Secretariat are actively engaged in migration and development issues. These issues include remittances, international recruitment, brain drain and brain circulation. Recent data show that there are about 215 million international migrants, equivalent to 3 per cent of the total global population. Remittances worldwide amounted to US\$325 billion in 2010, a 6 per cent increase from the previous year and a 246 per cent increase from the 2000 figure of \$132 billion. Activities undertaken by development partners include monitoring of trends, projects to reduce the cost of remittances and international recruitment protocols such as the Commonwealth Teacher Recruitment Protocol. The ways in which the migration of skilled professionals is addressed have had an effect on the corresponding sector in the developing country. Teacher migration, like migration of other skilled professionals such as doctors and nurses, is a subset of the development debate on migration.

This paper reviews the major issues, and the ways in which they can be addressed by development partners so that developing countries benefit. The major findings, obtained through secondary data and a literature review, include the important positive impacts of remittances, the Diaspora and brain circulation on development, and the negative impact of brain drain.

Towards a global response to teacher preparation, recruitment and migration

Michael Omolewa, Former UNESCO Permanent Representative:

This exploratory paper relates the background to the emergence of the desire for a framework to regulate teacher preparation, mobility, recruitment and migration. It assesses the instruments created by major international organisations, especially UNESCO, OECD, ILO and the Commonwealth Secretariat, to confront the challenges of teacher training, recruitment and retention. It draws out the unique experiences from the approaches used by organisations, and compares the different instruments developed such as Declarations, Guidelines and Protocols. It reviews the strategies and modalities of the instruments, and discusses the uniqueness of the Commonwealth Teacher Recruitment Protocol (CTRP). The paper finally identifies the major obstacles facing the effective implementation of the goals and objectives of the CTRP and how the problems can be addressed at the local, national and international levels. It concludes by exploring ways in which the broad principles of the CTRP can be applied beyond the Commonwealth countries and made globally operational, a legally enforceable deal, covering all countries.

Revisiting the implementation of the Commonwealth Teacher Recruitment Protocol: Furthering implementation and addressing critical steps in the recruitment process

Kimberly Ochs, Independent Consultant

This paper revisits the 2008–2009 review of the implementation of the Commonwealth Teacher Recruitment Protocol, commissioned by the Commonwealth Secretariat in response to a directive by Commonwealth Education Ministries in 2006 (Ochs and Jackson, 2009). With a view towards informing activities and policies that further the implementation of the Protocol, this paper first presents key findings from the review. It then reports on research

conducted in 2011 that revisited the migrant teachers from the 2008–2009 study to explore their situation further, as well as on key developments at the international level regarding teacher migration. A systems analysis of teacher mobility is presented, which identifies key actors, contextual factors, and critical steps in the recruitment and migration process. In conclusion, recommendations for further Protocol implementation are recommended.

A continental teacher recruitment protocol in Africa: Key considerations from the Commonwealth Teacher Recruitment Protocol

James Keevy, Director, International Liaison, South African Qualifications Authority

The recent review of the impact of the Commonwealth Teacher Recruitment Protocol (CTRP) by Ochs and Jackson (2009) has pointed out that the active international recruitment of teachers is a global issue that is not limited to Commonwealth countries. The review also found that, despite the recognition of the Protocol, particularly at the 'highest international level', the majority of Commonwealth teachers remain uninformed and as a result, remain open to exploitation and unfair labour practices. This paper draws on the literature identifying the challenges and lessons in implementing the CTRP to initiate and explore the important debate on the development of a continental teacher mobility protocol for Africa. Taking note that the development of a recruitment protocol for Africa has recently been initiated by the African Union (Kaluba, 2010), this paper argues for the consideration of key issues to ensure that the recruitment protocol is uniquely African and addresses the unique challenges of the recruitment of teachers in Africa. The key issues include consideration of: the African identity, which is constituted by both geographical and cultural criteria, as well as rethinking the indigenised African situation beyond the confines of Eurocentric concepts and categories (Higgs and Keevy, 2009); moving from 'policy borrowing' to 'policy learning' as the mobility protocol is developed (Chakroun, 2010); gathering accurate data on teacher recruitment in Africa to inform the mobility protocol; recognising qualifications through qualifications frameworks in Africa (Samuels and Keevy, 2008); and increasing the professionalisation of teachers in Africa (Ochs, 2011).

Managing teacher recruitment and migration: A case study of the Barbados experience

Roderick Ricardo Rudder, Senior Education Officer, Barbados Ministry of Education and Human Resource Development

This paper seeks to highlight Barbados' experience in managing teacher recruitment and migration. As a small developing state, Barbados has been a leader in the promotion of strategies to manage teacher migration commencing with the events surrounding the development of the Savannah Accord. Since 2001, the Government of Barbados has been guided by a policy framework on teacher recruitment and migration which was developed following the experience of the period between 1998 and 2001. During this period, a significant number of Barbadian teachers were recruited to work in the USA. Barbados also played a pivotal role in the development of the Savannah Accord in 2002 and the Commonwealth Teacher Recruitment Protocol (CTRP) which was adopted in 2004.

An examination of administrative data compiled in the Barbados Ministry of Education and Human Resource Development was conducted. The views of Barbadian teachers who have migrated were sought to facilitate the documentation of their experience. A qualitative approach using telephone and face-to-face interviews was therefore used to collect and analyse data from two former senior Ministry officials, teachers and one Barbados teaching union executive. Quantitative data from the Ministry's records and the Barbados Immigration Department were also analysed to investigate the migration of teachers to Barbados from other countries.

The analysis of data revealed that between 2000 and 2009 an estimated 3 to 4 per cent of trained and experienced teachers in the public service had either been granted leave to teach abroad or migrated to work in other jurisdictions. This was fairly significant given the size of the public teaching workforce in Barbados. In addition, when gender was taken into consideration, approximately two-thirds of the teachers who were recruited were females. Administrative data

revealed that currently 214 non-Barbadian citizens are employed in the public service, while between 2006 and 2010, 127 teachers were granted visas to work in Barbados.

An important finding from the interviews with teachers was that majority had no knowledge of the CTRP. Future research should focus on conducting a gap analysis on its implementation in Barbados to determine what still needs to be done regarding the dissemination of information on the CTRP.

Teacher migration and the role of historically black colleges and universities and Hispanic serving institutions in the United States

Helen Bond, Assistant Professor of Teacher Education, School of Education, Curriculum and Instruction, Howard University

The Commonwealth Teacher Recruitment Protocol (CTRP) recommends that recruiting countries have an obligation to better manage their own teacher resources so as not to deplete or displace the resources of other countries. This paper examines how investing in minority teacher recruitment and development at Historically Black Colleges and Universities (HBCUs) and Hispanic Serving Institutions (HSIs) may help the US better manage its teacher supply and demand, thus reducing the need to recruit from limited pools of trained teachers in developing nations.

Teachers trained in teacher education programmes at HBCUs and HSIs are uniquely suited to prepare teachers to work effectively in challenging schools in which overseas-trained teachers may have difficulty. HBCUs and HSIs can also play an important role in providing in-service professional development for new teachers from other countries.

This paper also addresses how HBCUs can increase awareness of the CTRP and advocate for the fair treatment of teachers from other countries. The case of Prince George's County Public Schools (PGCPS) in the United States is used as a case study and an example of the mistreatment of overseas teachers recruited to teach in shortage areas in the United States and how HBCUs can play a role in helping the United States better manage its teacher resources, so these situations can be avoided. The author recommends that HBCUs also participate with Commonwealth working groups and advisory committees to broaden collaboration and perspectives.

The need for teachers: An Ethiopian case study

Theodros Shewarget, Teachers and Educational Leaders Development Directorate Director, Ministry of Education, Ethiopia; Theresa Wolde-Yohannes, Research Assistant, UNESCO-IICBA; Akemi Yonemura, Programme Specialist, UNESCO-IICBA

This paper presents a general overview of the recruitment of international teachers to augment the teaching cadre in Ethiopia. One of the purposes of the Commonwealth Research Symposium on Teacher Mobility, Recruitment and Migration in 2011 was to learn from the experience of the Commonwealth Teacher Recruitment Protocol (CTRP). Although Ethiopia is not a member of the Commonwealth, this paper intends to present Ethiopia's experience related to the themes of the Symposium. The paper analyses the issues related to the CTRP to help design a new protocol for future teacher management in relation to international recruitment.

Zimbabwean education professionals in South Africa: Motives for migration

Sadhana Manik, Lecturer in Geography Education in the Faculty of Education, University of KwaZulu-Natal, South Africa

Interest in South-North teacher migration has yielded a substantial corpus of literature on the motives for teacher migration and teachers' experiences in host countries. This article focuses on South Africa (SA) as a receiving country for migrant teachers, in particular Zimbabweans, a perspective not previously explored in studies. It examines the push factors responsible

for the migration of Zimbabwean education professionals to SA. The article draws from an ethnographic study undertaken in 2011 to understand the nature of Zimbabwean education professionals' migration to SA and their experiences in the host country. The data is sourced from thirteen semi-structured interviews with Zimbabwean education professionals located in the province of KwaZulu-Natal in SA. The findings illuminate two cohorts of migrant education professionals in the sample: teachers and lecturers. They were exiting Zimbabwe for multiple, interrelated reasons. The reasons articulated by participants for their migration included the economic situation in Zimbabwe coupled with the current political climate. Collectively, this negatively influenced the education opportunities available to Zimbabwean education professionals. This paper highlights human vulnerability as Zimbabwean education professionals attempt to survive by pursuing work opportunities in SA. The article concludes with some suggestions for critical education stakeholders in SA. Furthermore, the author argues for the need to provide support to Zimbabwean education professionals who could assist in addressing immediate labour shortages that exist in SA education.

Where have all the teachers gone? Why there are never any teachers in Africa's refugee camps and what we can do about it

Barry Sesnan, Adviser, Echo Bravo Consultants

When it is time to start formal education soon after a population has arrived in a refugee or displaced persons' camp, or has been isolated by war, it is often found that few qualified teachers are available. Using specific examples from Chad, Côte d'Ivoire, Malawi, Sudan, Uganda, and Zambia, this paper argues that refugees, like anyone else, are rationally motivated by the availability of income. Thus the inability or unwillingness to pay teachers a competitive wage in the camp or to give them contracts is seen as a deciding factor for people who already have salaries. Furthermore, even if they flee with the rest to camps or settlements, qualified teachers are frequently taken by non-education NGOs, get scholarships or resettlement more easily and find jobs, when allowed, in the wider host community. Hence, it becomes necessary to create a teaching force rapidly.

In the context of little academic literature on these subjects, this paper uses examples from 20 years' of participant-observation by the researcher to provide an overview of the situation and provide recommendations. Examples include: first, giving training and support to volunteer teachers in temporary primary schools in displaced people's camps in Khartoum; second, training teachers in the then Sudan People's Liberation Movement (SPLM)-held areas of the South of Sudan using a modular training system; third, primary teacher training in Somalia; fourth, the need to educate large numbers of children from AIDS-affected families in Zambia when the teachers were also sick and dying; fifth, experiences from francophone countries: Côte d'Ivoire, Democratic Republic of Congo and Chad, where a French version of Be a Better Teacher ('le Bon Enseignant') was used to enable the teachers to be trained in-service.

Teacher migration and education in conflict and post-conflict countries: Experience from Somalia

Christophe Mononye, Programme Specialist, UNESCO Programme for Emergencies and Reconstruction

Teacher migration in conflict and post-crises countries such as Somalia has increased in the past four years. Qualified teachers are vulnerable to migration to other countries for safety and greener pastures and the trend is for non-professional and immigrant teachers from neighbouring countries to fill labour gaps in countries in crises. Due to the prolonged conflict, Somalia is losing qualified workers in the field of teaching. Whilst addressing issues of teacher migration in emergencies and difficult circumstances is important to balance education systems development, there is lack of policy on teacher migration. This paper provides a discussion on teacher migration and education in conflict and post-conflict countries, focusing on the migration of Somali teachers to other countries in search of greener pastures and the recruitment of immigrant teachers from other countries to fill the gaps. Three aspects of

teacher migration are discussed: teachers' motivations for leaving Somalia and their reasons, teacher qualifications, and teacher compensation. The paper also discusses some challenges facing teacher management in crisis situations. The paper concludes by calling for further discussion to contribute to a greater understanding of planning and management of teacher migration in conflict and post conflict countries.

Teacher attrition in Wolaita: The cases of domestic migration of Bolosso Sore and Damot Gale woredas

Michael Daniel Ambatchew, Education Adviser, Link Community Development Ethiopia

There have been calls to reframe attrition issues from the macro-level to a more manageable organisational level, with particular emphasis on districts and schools. Moreover, it has been noted that data from school administrators might be the most grounded and accurate measures of actual staffing problems at school level. This study concentrates on two districts in Wolaita Zone of the Southern Nations and Nationalities Peoples Regional State of Ethiopia and gathers information from the directors and deputies of all 64 governmental primary schools in Damot Gale and Bolosso Sore. It concludes that although teacher attrition may be one of the problems within the educational system, it may not be as big a challenge as it is made out to be. In fact, it is possibly being used as a scapegoat for more underlying issues such as qualified but poorly trained teachers, inadequate teaching materials, and poor facilities of a country underdeveloped as a whole. Moreover, school management seemed to be looking for a panacea to be handed down from above but ought to investigate less capital-intensive and more creative solutions that could both minimise staff attrition as well as mitigate its negative effects. Nevertheless, many schools have made commendable initiatives such as building staff accommodation and classrooms with support from the community. Still capacity has to be built and schools empowered more to seek their own solutions

Challenges facing higher education in the Southern African Development Community

Louis J van der Westhuizen, Acting Director of the Directorate for Institutional Research and Academic Planning, University of the Free State, South Africa

In many African countries, general and higher education witnessed a long period of relative neglect and stagnation which resulted in a gross decline in the quality of education. As a consequence, the South African Development Community (SADC)¹, higher education community, and other stakeholders, sought new mechanisms to improve the quality of education in the region to counter the perceived decline and the variation in the quality of the higher education sectors. An analysis of data mapping out the higher education landscape of the SADC region identifies that the availability of qualified teachers at all levels of the system is one of the key factors enabling and challenging the potential of the higher educational sector, both in terms of development of the sector itself and the role that higher education can play in regional development.

Higher education practitioners in the SADC region realise that assuring quality education is the key to achieving policy goals such as student and staff mobility, the portability of qualifications, the regulation of private provision, the assurance of qualification equivalence frameworks, and the increase of co-operative teaching and learning. To date SADC has done the groundwork in the establishment of the current practices to propose a strategy to assure the quality of provision in the region, but much still needs to be done to address the different challenges facing the sector, to ensure sufficient numbers of qualified pedagogical staff, to improve quality assurance practices, to address the capacity needs, and to develop national systems in such a way that they could be comparable with accepted international standards.

This paper is an attempt to champion the SADC regional need to find solutions for the challenges facing the region from within SADC itself rather than relying on 'outside intervention'.

Beyond the Commonwealth Teacher Recruitment Protocol: Next steps in managing teacher migration in education in emergencies

Jonathan Penson, Education Adviser, Commonwealth Secretariat; Akemi Yonemura, Programme Specialist, UNESCO-IICBA; Barry Sesnan, Adviser, Echo Bravo Consultants; Kimberly Ochs, Independent Consultant; Casmir Chanda, Independent Consultant.

Based on papers presented at the Sixth Commonwealth Research Symposium on Teacher Mobility, Recruitment and Migration in Addis Ababa in June 2011 and a review of the literature, this paper asks what the issues affecting forced migrant teachers are compared to voluntary migrant teachers, and what policies are necessary to ensure their welfare. Noting the research gaps around the role and status of refugee teachers in emergencies, it is found that teachers are significantly under-represented in the refugee population. By analysing the reasons why this is so, and finding gaps in the existing policy environment and legislative framework, the paper attempts to determine the connections between the issues refugee teachers face, the protection of their rights, and the contribution they are able to make towards increasing access to and quality of education. To exemplify how these issues play out on the ground, the paper describes a case study of Sudanese refugees in Uganda. Following a review of how the learning from the application of the Commonwealth Teacher Recruitment Protocol (2004) might be applied to efforts to improve institutional frameworks for the management of migrant teachers in emergencies, the paper concludes with recommendations for policy-makers aimed at protecting the professional role and status of teachers forced to migrate and enhancing their ability to operate constructively in emergency conditions.

Notes

1. SADC consists of the following member states: Angola, Botswana, Democratic Republic of the Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

Appendix 2. Ten Key Protocol Implementation Issues

1. The Protocol does not hold any legal authority. (Miller, Mulvaney and Ochs, 2007: 158)

The CTRP is a voluntary agreement and as such there are challenges in determining how to enforce its guidelines. This raises the questions:

What are the incentives for compliance – or non-compliance?

How can a voluntary agreement be enforced?

How can recruiting countries and their agents be held to account?

Who has the mandate for enforcement?

2. The teacher recruitment business remains lucrative as is. (Miller, Mulvaney and Ochs, 2007: 159)

Operating in a largely ungoverned market, recruiting agencies, though sometimes employing unethical practices, earn large profits. At the same time, recruiting countries view ‘outsourcing’ teacher training as cost effective, as it buys them flexibility, cost savings and better value-for-money. Using recruitment agencies lengthens the supply chain and makes bilateral agreements more complicated. As these two stakeholders seem content with the status quo it is a challenge to create policies which incentivise key players to form agreements to mitigate the exploitation of teachers, and raises the question of the role development agencies could play in negotiating bilateral agreements and technical assistance.

3. Several of the poorer and smaller Commonwealth countries lack the human and financial resources to implement or enforce the various recommendations. (Miller, Mulvaney and Ochs, 2007: 159)

One of the recommendations of the CTRP is to establish a bilateral agreement. However, not all Commonwealth countries have the financial, technical, and/or human resources to develop such an agreement. Negotiating bilateral agreements is expensive, in terms of time, technical resources and staff. The questions to ask are: How can transaction costs be covered or reduced? Where does responsibility lie?

4. Some of the more ‘advanced’ small states, for instance, do not possess a database of qualified teachers. (Miller, Mulvaney and Ochs, 2007: 159)

In some countries, teacher management is left to the market and given the fragmented nature of teacher allocation there is a lack of effective Education Management Information Systems (EMIS), even among some developed countries. It is sometimes not clear how private schools fit into the data. Given the lack of data, the size of the problem of teacher loss to vulnerable systems is difficult to gauge.

5. Systems for complaint mechanisms and clearance certificates are not yet pervasive throughout the Commonwealth. (Miller, Mulvaney and Ochs, 2007: 159)

There is a debate about whether or not clearance certificates are necessary and if it is possible to develop a quality mark approach for evaluating teacher competency. There are also questions around whether it is the role of the state to control where a teacher works, and teachers recruited from a third, transit country (serial migrants).

6. No Commonwealth-wide monitoring system has been set up to date. (Miller, Mulvaney and Ochs, 2007: 159)

The guidelines are expected to include a minimum data set and a standardised reporting process yet there are questions over the level of EMIS necessary to achieve this and who has the mandate and resources to monitor implementation.

7. A Commonwealth-wide system to determine qualification equivalency and standards is also lacking. (Miller, Mulvaney and Ochs, 2007: 159)

Teacher migration immediately raises the question of the comparability of qualifications and credentials. The creation of a qualification equivalency mechanism would make it easier to compare teachers' competency across varying education systems. Yet impediments to creating such a system include uncertainty over how to keep it up to date as well as if it is possible to create a global database, and if so who would be responsible for it.

8. Teachers arrive in recruiting countries to jobs that are not equivalent to the ones they had at home. (Miller, Mulvaney and Ochs, 2007: 159)

Teachers are still being exploited. How can contracts be made mandatory, accurate and enforceable? In addition, the CTRP addresses mainly the issue of the quantity of teachers being recruited from a source country. As the loss of competent, experienced staff may be felt more keenly than less qualified, skilled or experienced teachers, should implementation of the CRP be expanded to address the *quality* of teachers?

9. Despite recognition of the Protocol at the highest international level, the majority of Commonwealth teachers are unaware of it. (Ochs and Jackson, 2009: 91)

Teacher organisations are the most obvious method of dissemination of the CTRP to the teachers it impacts. Under what circumstances would ministries of education also promote the CTRP, which essentially draws attention to the possibility of leaving the national teaching force? In the technological age, the internet seems a feasible way to publicise the CTRP to teachers; however, in less developed countries, how can the digital divide be addressed?

10. It is important to recognise survival migration as an additional factor in driving teacher mobility. (Betts in Chanda, 2010: 29)

Survival migration often occurs as a result of an emergency such as environmental stress or natural disaster. Implementation of the CTRP is challenged with addressing the distinct issues that impact voluntary and forced migrant teachers respectively.

Five further issues not covered in the reviews of the CTRP but which are nonetheless important:

11. How can gender be adequately addressed?
12. How can the 'developmentality' of remittances be assured?
13. How can the challenge of institutional memory be addressed?
14. Are organised sabbaticals the way to go?
15. Is teacher over-supply as bad as under-supply for educational outcomes?

Appendix 3. Statement of the Second Meeting of the Advisory Council



SECOND MEETING OF THE COMMONWEALTH ADVISORY COUNCIL
ON TEACHER MOBILITY, RECRUITMENT AND MIGRATION
Held at Stoke Rochford Hall, Lincolnshire, United Kingdom

June 1–2, 2011

The Advisory Council on Teacher Mobility, Recruitment and Migration, comprising representatives of Commonwealth member countries, international organisations and education civil society, met at the National Convention Centre of the National Union of Teachers, Convener of the Commonwealth Teachers' Group, from June 1–2, 2011.

The Council requested the Commonwealth Secretariat to progress the work, within the constraints of available capacity, on the implementation of the Commonwealth Teacher Recruitment Protocol (CTRP), considering the following elements:

1. Employ an overall strategy which uses a variety of approaches to improve the application of the principles of the CTRP and to enhance its visibility.
2. Consider introducing mechanisms that could be used to encourage member states to implement the CTRP, taking into account the most appropriate international monitoring mechanisms, for example that used by the ILO/UNESCO Committee of Experts on teachers (CEART).
3. In line with Recommendation 2, redouble efforts to obtain regular reports from countries, through focal points or their equivalent, on compliance with and implementation of the CTRP, aligned with the CCEM cycle. These, along with complementary reports from teacher organisations and other relevant stakeholders, would form the basis for a report of the Advisory Council.
4. Collaborate with and share experience of the introduction and operation of the Protocol with other regional and international organisations that are working in similar areas.
5. Link the implementation of the basic principles of the CTRP with the mechanisms designed to deliver actions needed to meet the requirements of other international standards and instruments (frameworks or guidelines), on migrant workers.
6. Facilitate the development of a template for a bilateral agreement, supported by implementation guidelines.
7. Explore with other organisations such as the International Organization for Migration, International Labour Organization, UNESCO Institute of Statistics or Organisation for Economic Co-operation and Development the extent to which their data collection mechanisms and methodologies could be adapted to assist the monitoring of the implementation of the CTRP.

8. Promote the adoption of a 'Quality Mark' approach (as defined in the CTRP) by governments which sets minimum standards for ethical recruitment practices by recruitment agencies.
9. Promote the dissemination of information about the CTRP, both through the use of the internet as a strategic tool, especially through *Commonwealth Connects* and the Education International portal for migrant teachers, and High Commissions, teacher organisations and other similar institutions.
10. Conduct research, in collaboration with partners, on how the different kinds of reasons for migration (such as rotational, forced, survival, economic, etc) impacts on teachers, in particular the protection of their rights, in order to acquire a deeper awareness of the specific responses required by different categories and contexts of migration using varied methodologies.

The Advisory Council expressed its gratitude to the National Union of Teachers for their excellent hosting of this meeting, and its continued support of the work of the Commonwealth Secretariat on teacher mobility, recruitment and migration.

Agreed this 2nd day of June 2011

Stoke Rochford Hall

Appendix 4. Statement of the Third Meeting of the Advisory Council



THIRD MEETING OF THE COMMONWEALTH ADVISORY COUNCIL ON TEACHER MOBILITY, RECRUITMENT AND MIGRATION Held at Stoke Rochford Hall, Lincolnshire, United Kingdom

April 18–19, 2012

The Advisory Council on Teacher Mobility, Recruitment and Migration, comprising representatives of Commonwealth member countries, international organisations, education civil society, and the convener of the Commonwealth Teachers' Group, met at the National Convention Centre of the UK National Union of Teachers.

The Council welcomed the report of progress that had been made in implementing the recommendations of the second Council meeting, held June 1–2, 2011. It expressed its sincere thanks to the UK National Union of Teachers for generously hosting this third meeting, and to the Commonwealth Secretariat for organising it. It elected Ms Christine Blower as the Chair of the Council, noting with thanks the invaluable contributions of the previous Chair, Her Excellency Kamela Palma, and the interim Chair, Professor Michael Omolewa.

Following deliberations on a range of matters, the third meeting of the Council requested the Commonwealth Secretariat to continue to press for, and support the formulation and implementation of, policies and practices consistent with the principles of the Commonwealth Teacher Recruitment Protocol (CTRP). In particular it requested the Secretariat to:

1. Pursue the possibility of establishing a mechanism for international data collection on teacher migration using a Standard Reporting Format, and
 - a. continue to work in collaboration with UNESCO Institute for Statistics, member countries and teacher organisations in the establishment of this mechanism;
 - b. disseminate to stakeholders a summary of the data that, in the first instance, will establish a baseline for the analysis of teacher migration in the Commonwealth.
2. Include in its work a focus on forced migrant teachers, recognising that conflict and environmental change are major factors impeding countries from reaching the internationally agreed goals for education, and
 - a. work with governments to improve the development and implementation of policies concerning forced migrant teachers;
 - b. highlight the issues facing forced migrant teachers at the 18th Conference of Commonwealth Education Ministers (18CCEM).
3. Following the adoption by the Advisory Council of the Model Memorandum of Understanding for the Recruitment of Migrant Teachers,

- a. disseminate it widely, particularly at 18CCEM, and subsequently monitor its use, including through CTRP Country Focal Points and teacher organisations;
 - b. offer technical assistance to Commonwealth countries in using the Memorandum.
4. Support the emergence of regional teacher recruitment protocols, offering technical assistance in their development and implementation.
5. Examine the extent to which the global demand for mathematics, science and technology teachers impacts on teacher migration flows and what research, policies or activities are being undertaken by member countries to protect and encourage the supply of such teachers, e.g. through pre- or in-service training, special incentives etc., and
 - a. identify whether this addresses gender concerns;
 - b. consider adopting this theme for the 2013 Commonwealth Research Symposium on Teacher Mobility, Recruitment and Migration.
6. Continue to collaborate with the International Organization for Migration (IOM), the International Labour Organization (ILO) and the United Nations Educational, Scientific and Cultural Organization International Institute for Capacity Building in Africa (UNESCO-IICBA), and other relevant organisations, on the management of teacher migration, including exploring the possibility of:
 - a. engaging with ILO, IOM and UNESCO-IICBA on a joint project to build capacity in the management of teacher migration in Africa;
 - b. working with IOM to develop materials for the training of government officials which aim to promote effective management of teacher migration and co-ordination between stakeholders managing teacher migration, using the CTRP, the Model Memorandum of Understanding and the Standard Reporting Format as tools;
 - c. using a data providing agency to develop an online database which provides information on Commonwealth countries' teacher qualifications recognition.
7. Establish working groups of the Advisory Council on its future directions and on its research agenda.

Appendix 5. Symposium Programme

- 7 June Arrival and welcome
- 8 June **DAY 1: Theme – Taking the Commonwealth Teacher Recruitment Protocol Forward**
- 07:30 Breakfast
- 08:30 Introductions of participants and objectives of the Symposium
- 09:00 **Ms Akemi Yonemura**, Programme Specialist, UNESCO-IICBA
Presentation of IICBA and Commonwealth Secretariat strategies and programmes, including the partnership; potential domains of collaboration or IICBA on migration, education/training and employment with IOM, AU etc.
- 09:30 **Mr Jonathan Penson**, Education Adviser, Commonwealth Secretariat, and **Dr Casmir Chanda**, Administrative Secretary, Commonwealth Countries League Education Fund
Introduction to the Commonwealth Advisory Council on Teacher Mobility, Recruitment and Migration and the Ramphal Commission on Development and Migration; report from the Council meeting of 1–2 June 2011, including evidence from CTRP Country Focal Points; economic issues with the Protocol; recommendations for the CTRP; and research gaps.
- 10:00 **Professor Michael Omolewa**, Member, Commonwealth Advisory Council on Teacher Mobility, Recruitment and Migration
Global response to teacher recruitment and retention: the Commonwealth Teacher Recruitment Protocol. The paper examines the Commonwealth Teacher Recruitment Protocol within the context of the efforts of major international organisations to face the challenges of teacher preparation, recruitment and retention. It identifies the uniqueness of the protocol and its challenges, and suggests how it can be adapted and used by the wider international community.
- 10:45 Break
- 11:00 **Mr Josiah Ogina**, Head of Mission, and **Mr Bruk Asmellash**, MIDA Programme Coordinator, International Organization for Migration
Migration and development nexus in Africa. This presentation includes a look at the invitation to African Diaspora to return and teach, particularly in the higher education system.
- 11:45 **Ms Akemi Yonemura**
The need for teachers: an Ethiopian case study. A general overview of the recruitment of international teachers to augment the teaching cadre in Ethiopia, including: the issues and barriers to recruitment, the formulation of bilateral agreements, and future plans for teacher development and management in Ethiopia.
- 12:30 Lunch
- 13:15 **Dr James Keevy**, Director, International Liaison, South African Qualifications Authority
A continental teacher recruitment protocol in Africa: key considerations from

- the Commonwealth Teacher Recruitment Protocol.** This paper draws on the lessons learnt from the implementation of the CTRP as it attempts to provide some insights towards the proposed teacher mobility protocol in Africa.
- 14:00 **Dr Sadhana Manik**, Lecturer and Researcher, School of Social Sciences, Faculty of Education, University of KwaZulu-Natal, and **Dr Casmir Chanda**
- The implementation of the CTRP.** This session will first revisit key findings from a 2008–2009 study by Kimberly Ochs, commissioned by the Commonwealth Secretariat, to review the implementation of the CTRP, including the experiences of recruited teachers. Additional data from research in 2011 will also be presented, which further explores the experience of migrant teachers in identifying work opportunities and critical steps in the recruitment process that need to be addressed in furthering CTRP implementation.
- 14:45 **Dr Rita Bissoonauth**, Senior Policy Officer – Education Directorate of Human Resources, Science and Technology, African Union Commission
- African Union Protocol.** An introduction to the emerging AU Protocol for managing teacher migration and recruitment
- 15:15 Break
- 15:30 **Workshop: Learning from the CTRP.**
- The workshop will result in tools and guidance to increase the scope and effectiveness of teacher recruitment protocols. Participants will work in themed groups to:
- i) produce policy tools and strategies which will improve the implementation of the CTRP (*Jonathan*); (15 mins presentation; 20 mins discussion (2 issues/group); 10 mins feedback
 - ii) produce strategies for adapting the principles of the CTRP to the African context (*Sadhana and James*); 5 mins presentation; 20 mins discussion; 20 mins feedback
- 17:15 Day 1 wrap-up discussion (*Akemi and Jonathan*), to include comments by AU
- 17:30 Close of Day 1
- 19:00 Dinner
- 9 June DAY 2: Theme – Managing teacher migration in difficult circumstances**
- 07:30 Breakfast
- 08:30 Feedback from previous day
- 08:45 **What are ‘difficult circumstances’?** Defining the terms
- 09:00 **Dr Roderick Rudder**, Senior Education Officer, Planning, Research and International Relations, Ministry of Education and Human Resource Development, Barbados
- Teacher migration: a case study of the Barbados experience.** This paper seeks to highlight Barbados’ experience in respect of teacher migration. As a small developing state, Barbados has undertaken a leadership role in the promotion of strategies to manage teacher migration and in the protection of the investment in the training and preparation of teachers as part of human resource development in small states.
- 09:45 **Mr Dennis Sinyolo**, Senior Coordinator, Education and Employment, Education International (EI)
- The role of teacher organisations in managing teacher migration.** EI has recently set up a Task Force on Teacher Migration and Mobility and is in the process of setting up a web portal for migrant teachers. It also intends to hold a Teacher Migration Forum at the next EI World Congress 22–26 July 2011.

- 10:30 Break
- 11:00 **Mr Emmanuel Muvunyi**, Executive Secretary, Teacher Service Commission, Rwanda
The CTRP in action. Rwanda's experience in recruiting science and English language teachers and teacher trainers from its neighbouring countries
- 11:45 **Dr Sadhana Manik**, Lecturer in Geography Education in the Faculty of Education, University of KwaZulu-Natal, South Africa
Refugee teachers: from Zimbabwe to South Africa. This section will explore two key questions: Why are Zimbabwean education professionals migrating to South Africa? What are their personal and professional experiences and challenges?
- 12:30 Lunch
- 13:15 **Mr Barry Sesnan**, Adviser, Echo Bravo Consultants, Uganda
Where have all the teachers gone? Why there are never any teachers in Africa's refugee camps and what we can do about it. Takes a sideways look at a significant element of South-South migration. Reminds the reader that a teacher is a human being who has to support his family and when faced with a choice of salary or being a volunteer takes the rational decision. Also offers a way to get over this.
- 14:00 **Workshop: Teacher migration and education in difficult circumstances**
The workshop aims to identify gaps in policy and provision in the management of teachers in difficult circumstances, including emergencies, and to produce policy tools and practitioner guidance for best practice. Participants will work in themed groups:
- i) Education in emergencies (*Barry and Christophe*)
 - ii) Education in other difficult circumstances (*Jonathan*)
- 15:30 Break
- 15:45 **Putting it all together – the way forward:** practical action to improve the management of teacher migration in difficult circumstances; recommendations for forthcoming protocols; policies to address issues of forced migration; including the Teacher Education Network. The outcome of this session will form the Symposium Statement.
- 17:15 Symposium wrap-up and evaluation (*Jonathan and Akemi*)
- 17:30 Close of Day 2
- 19:00 Dinner at Red Cross Training Centre

10 June

- 07:30 Breakfast
- 09:00 Departure or optional trip: half-day Addis Ababa city tour
- 12:00 Return to Red Cross Training Centre
- 12:30 Lunch at Red Cross Training Centre for remaining participants
- 13:30 Departure

Title	First Name	Last Name	Position	Department	Organisation	Country	Email
Mr	Ahmed	Abokor	Teacher Training Deputy Programme Manager	Education	Save the Children	Somaliland	ahmedabokor@scsom.org
Mr	Bruk	Asmellash	Programme Coordinator, MIDA	SLM	IOM	Ethiopia	abruk@iom.int
Dr	Patience	Awopegba	Programme Specialist		UNESCO-IICBA	Ethiopia	p.awopegba@unesco.org
Mr	Abdoulaye	Barry	Programme Specialist/IICBA Focal Point		UNESCO-IICBA	Senegal	a.barry@unesco.org
Ato	Yasabu	Berkneh	Teacher Development Programme Expert	Teachers and Educational Leaders Development Directorate	Ministry of Education	Ethiopia	yasabuberkneh@yahoo.com
Dr	Rita	Bissoonauth	Senior Policy Officer	Directorate of Human Resources Science and Technology	African Union Commission	Ethiopia	bissoonauthr@africa-union.org
Dr	Helen	Bond	Assistant Professor of Teacher Education	School of Education, Department of Curriculum and Instruction	Howard University	USA	hbond@howard.edu
Dr	Casmir	Chanda	Administrative Secretary		Commonwealth Countries League Education Fund	UK	cascha2002@yahoo.co.uk
Ato	Eshetu	Cheru	Senior Expert	Teachers, School Leaders and Supervisors Development	Ministry of Education	Ethiopia	esheroobi@yahoo.co.uk
Dr	Michael	Daniel	Education Advisor	School Development Programs	Link Community Development	Ethiopia	michael@lcdethiopia.org
Mr	Peterson	Dlamini	Chief Inspector - Tertiary		Ministry of Education	Swaziland	petersondlamini@yahoo.com
Ms	Jodie	Fonseca	Africa Education Advisor	Department of Education and Child Development	Save the Children	Ethiopia	jfonseca@savechildren.org
Ms	Samidha	Garg	Principal Officer (Race Equality and International Relations)	Education and Equalities	National Union of Teachers	UK	s.garg@nut.org.uk

Title	First Name	Last Name	Position	Department	Organisation	Country	Email
Ms	Sewit	Getachew	Senior Education Programme Manager		VSO Ethiopia	Ethiopia	sewit.getachew@vsoint.org
Dr	Whitfield	Green	Director, Teacher Education		Department of Higher Education and Training	South Africa	Green.W@dhet.gov.za
Mrs	Marie-Claire	Henriette	Director	Human Resources	Ministry of Education, Employment and Human Resources	Seychelles	mclair2005@hotmail.com
Mr	Ibrahim	Hussen	Chairman		Teacher Service Commission, Nairobi	Kenya	info@tsc.go.ke
Dr	James	Keevy	Director	International Liaison	South African Qualifications Authority	South Africa	jkeevy@saqa.org.za
Mr	Nelson	Litiho	School Head	Ngambao Junior Secondary School	Ministry of Education and Skills Development	Botswana	ZankereL@yahoo.com
Mr	Kaizer Raseane	Makole	Research Officer/Manager	Research	South African Democratic Teachers Union	South Africa	kmakole@sadtu.org.za
Dr	Sadhana	Manik	Lecturer and Researcher	School of Social Sciences, Faculty of Education	University of KwaZulu-Natal	South Africa	manik@ukzn.ac.za
Mr	Matlhogonolo	Mokakapadi	Assistant Director-Teacher Manpower Planning and Budgeting	Corporate Services	Ministry of Education and Skills Development	Botswana	mmokakapadi@gov.bw
Mr	Christophe	Mononye	Programme Specialist	Programme of Education for Emergencies and Reconstruction (PEER)	UNESCO	Kenya	christophe.mononye@unesco.unon.org
Ms	Emebet	Mulugeta	Project Officer		UNESCO-IICBA	Ethiopia	emebet@unesco-iicba.org
Mr	Emmanuel	Muvunyi	Executive Secretary	Teacher Service Commission	Ministry of Education	Rwanda	emuvunyi@sfar.gov.rw

Title	First Name	Last Name	Position	Department	Organisation	Country	Email
Ms	Clemence	Muzard	Intern	Regional Advocacy Office	Save The Children	Ethiopia	cmuzard@savechildren.org
Mr	Arnaldo	Nhavoto	Director		UNESCO-IICBA	Ethiopia	a.nhavoto@unesco.org
Ms	Mary	Njogu			Teacher Service Commission, Nairobi	Kenya	info@tsc.go.ke
Mr	Josiah	Ogina	Head of Mission	SLM	IOM	Ethiopia	jogina@iom.int
Prof	Michael	Omolewa	Member		The Advisory Council	UK	michaelomolewa@yahoo.co.uk
Mr	Jonathan	Penson	Education Adviser	Social Transformation Programmes Division	Commonwealth Secretariat	UK	j.penson@commonwealth.int
Dr	Roderick	Rudder	Senior Education Officer	Planning Research and International Relations	Ministry of Education and Human Resource Development	Barbados	rrudder@mes.gov.bb
Mr	Ebrima	Saidy	Principal Education Officer		Ministry of Basic and Secondary Education	The Gambia	esaidy2@yahoo.com
Mr	Barry	Sesnan	Adviser/Consultant		Echo Bravo Consultants	Uganda	bsesnan@yahoo.com
Dr	Lucio	Sia	Programme Specialist	Section for Teacher Policy Development	UNESCO	France	l.sia@unesco.org
Mr	Dennis	Sinyolo	Senior Coordinator	Education and Employment	Education International	Belgium	dennis.sinyolo@ei-ie.org
Ms	Shirley Anne	Steenekamp	Deputy Director	International Liaison	South African Qualifications Authority	South Africa	ssteenekamp@saqa.co.za
Ms	Betselot	Teklu			Africa Humanitarian Action	Ethiopia	communications@africahumanitarian.org
Dr	Louis	Van der Westhuizen	Acting Director	Directorate for Institutional Research and Academic Planning	University of the Free State	South Africa	vdwestlj@ufs.ac.za
Dr	Akemi	Yonemura	Programme Specialist		UNESCO-IICBA	Ethiopia	a.yonemura@unesco.org

The Sixth Commonwealth Teachers' Research Symposium brought together education researchers, practitioners and policy-makers to share experiences from developed and developing countries both within and outside the Commonwealth.

This publication reports the fruits of their discussions on current trends in teacher migration, including education in emergencies, forced migration and pan-African migration, in line with the current global focus on education in conflict affected countries.



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