

The Symposium – Day One

Session 1. Focus: *Closing the Teacher Gap – What the Research Tells Us*

The symposium commenced by focusing on the theme '*Closing the Teacher Gap – What the Research Tells Us*'. Chaired by Ms Samidha Garg, International Relations Officer of the UK National Union of Teachers (NUT), the session opened with brief introductions on each presenter provided by the Chair.

Researching the Commonwealth Teacher – An Overview

Dr Roli Degazon-Johnson, Education Adviser, Commonwealth Secretariat

The first presenter, Dr Roli Degazon-Johnson, Education Adviser, Commonwealth Secretariat, provided an overview of the 'voyage' into teacher research on which the Secretariat's education programme has embarked since the adoption of the Commonwealth Teacher Recruitment Protocol in 2004 and the request by ministers of education that the Secretariat should 'monitor the status of organised recruitment of teachers, including numbers, recruitment practices, and effects and evaluate the application of this Protocol including the impact on developing countries ...' (CTRP, Future Actions, Para 6.1).

Dr Degazon-Johnson provided an overview of the phenomenon of the Commonwealth teacher from the perspective of their mobility, recruitment and migration, using a qualitative research methodology. She presented a justification of the value, need for and importance of such research, summarising briefly the extent to which such research, both within and beyond the Commonwealth, has influenced the decisions and actions of countries and their ministries of education. She acknowledged the many contributors to this body of research and spoke to the need for the expansion of research on the Commonwealth teacher in view of the projected international shortages of qualified teachers.

Noting that the Commonwealth, being made up of countries large and small, industrialised

and developing, and diverse in cultures, faiths and ethnicities, is a microcosm of global realities, she encouraged researchers dealing with the laboratory which is our world to see and use the Commonwealth 'test tube', which enables exploration of macro-issues in micro-form. She proposed that studying in micro-form, and applying what we learn to policy and practice in education, for example, might enable prevention of the macro-catastrophes which seem to recur globally.

International Teacher Recruitment and Mobility – the United States Scenario

Dr Carol Anne Spreen, University of Virginia; David Edwards, NEA, International Relations; and Shannon Lederer, AFT, International Affairs

The second presentation was a joint one, with Dr Carol Anne Spreen of the University of Virginia, Mr David Edwards of the NEA and Ms Shannon Lederer of the AFT exploring data in the US context on the issue of international teacher recruitment. The AFT, with which the Commonwealth Secretariat education programme has a strong strategic relationship, has been engaged with the NEA in supporting the Commonwealth's work on teacher recruitment. The presenters explored the means by which overseas trained teachers came to teach in the USA. They examined what types of visas enabled them to enter the country, what agencies recruited them and for which schools and institutions. They sought answers to the keen interest in international teacher recruitment being displayed by US recruiters and employers. At a deeper level,



Mr David Edwards and Dr Carol Anne Spreen

they presented how these teachers are viewed by different groups and sectors, and what challenges were being posed for the internationally recruited teachers within the current US scenario.

Their data revealed that international teachers may enter the USA via cultural exchanges, temporary worker visas and permanent residence permits (although this is rare), and through hire by school districts or companies which are operating 'charters', a private school arrangement. Estimates showed that there are between 30,000 and 50,000 overseas trained teachers in the USA. These teachers are based in schools that are considered difficult to staff and they are teaching in subject areas for which there is a lack of locally available expertise. The majority of these teachers are working in urban and suburban districts. Further, their research revealed that more than 35 different recruiting agencies are currently assisting school districts in applying for the H1-B type visa which is for temporary workers. Some of these recruiters were paid directly by the employers of the teachers (schools/districts), some are paid by the recruited teacher themselves and some receive payment from both. The recruiters are

targeting teachers principally from **Canada, the Philippines, the UK, India, Jamaica, Turkey, Guyana, Spain and Mexico.**¹

The presenters expressed their concern that the reasons and motives for this recruitment may also include interest in a more submissive workforce and the desire to undermine teacher unions, as many of the internationally recruited teachers would not have local union membership. Further, recruitment of teachers as temporary personnel eliminates concerns over tenure and seniority. This initiative, which is aligned with larger trends nationally in privatisation and contracting-out in other sectors, was, in their opinion, of equal concern with the view that international teachers accept lower salaries de-obligating the employer from improving wages and working conditions for teachers. Finally, there was information which revealed that recruiters 'sweetened the cup' by offering clients free trips to exotic locations for recruitment interviews.

In their conclusion, based on the limited data available on the topic that they had obtained, the presenters expressed justifiable concern about the 'quality' of international teacher recruitment which was being undertaken, particularly by private sector recruiters in the USA. There was cause for concern about the human rights of teachers and the possibility of their 'abuse'. Issues about the practice of recruiting from abroad to fill a short-term shortfall, as against the implementation of a more purposeful planning system by public authorities to ensure the steady supply of teachers, were raised. Against this backdrop, a multitude of no less important matters, including contracts, the bargaining power of recruited teachers and the greater global concerns about international impact, were explored, as these all have implications for the quality of education provision, both nationally and globally.

¹ Canada, the UK, Guyana and Jamaica are Commonwealth member countries. Of these, Jamaica and Guyana are Caribbean small states noted for loss of teachers through recruitment drives over the last decade.

Implementation of the Commonwealth Teacher Recruitment Protocol – Preliminary Findings

Dr Kimberly Ochs, Consultant and author of Teaching at Risk – Teacher Mobility and Loss in Commonwealth Member States

Dr Kimberly Ochs, who has a history of close association with the Secretariat in researching Commonwealth teachers, conducted the seminal research requested by education ministers of small states in 2003. Her publication, entitled *Teaching at Risk – Teacher Mobility and Loss in Commonwealth Member States*, tabled at the 15th Conference of Commonwealth Education Ministers (15CCEM), led to the call for the development of the Commonwealth Teacher Recruitment Protocol. Her Symposium presentation was based on preliminary findings from research commissioned by the Secretariat, conducted in conjunction with Dr Paula Jackson, on the implementation of the CTRP, which would be tabled at the forthcoming 17CCEM.

Preliminary research and data were presented on ten teacher recruitment agencies, which had emerged as one facet of the investigation that Dr Ochs was undertaking for the Secretariat. In exploring the role and conduct of these agencies, she noted that while processes and procedures vary across Commonwealth, what emerged was a general lack of communication between teacher recruitment agencies and ministries responsible for teachers, unless the Ministry itself engaged the agency. Whereas some agencies revealed a genuine interest in the successful placement of teachers and a strong concern that they should abide by the provision of the CTRP, there were others which were less concerned.

Highlights of Dr Ochs's findings, which included interviews with recruiters as well as Commonwealth teachers who had been recruited to work overseas, revealed that:

- ◆ Patterns of organised teacher migration provided by ministries of education were distinctly different from paths reported by



Dr Kimberly Ochs

internationally recruited teachers themselves.

- ◆ Twenty-three per cent of recruited teachers interviewed had been placed through recruitment agencies, indicating that the 'paths' to recruitment are many and varied for the 77 per cent who were not placed through agencies.
- ◆ Twenty-eight per cent of the teachers had been recruited directly by the Ministry of Education of the recruiting country.
- ◆ Of the recruited teachers interviewed, 82.5 per cent were unaware of the CTRP and 4 per cent were uncertain and/or did not know about it.

Details of the Ochs and Jackson investigation of recruiters revealed that of the ten agencies studied, 80 per cent had also never heard of the CTRP, yet indicated interest in finding out more about it. Also, many agencies maintained a very high standard of record-keeping on their teacher recruits, and while they were clearly obliged to respect the privacy of their teacher recruits, it was suggested that they might be encouraged to share aggregate data, as the quality of their databases appeared to be of a high standard.

International Teachers: Mobility and Transition Issues

Dr Sadhana Manik, University of KwaZulu-Natal and Dr Winsome Waite, Learning Point Associates

Dr Sadhana Manik opened this joint presentation by sharing the findings of her research in teacher migration between two Commonwealth countries, South Africa and the UK. In a paper entitled 'Trials, Tribulations and Triumphs of Transnational Teachers', Dr Manik explored the context in which South Africa was losing workers in critical fields such as health, education, engineering, accounting and information technology, noting that this reflected global labour trends, with professionals from developing countries in the South migrating to developed countries of the North. She noted that the South African education system appeared to be at risk with some 20,000 teachers needed and only 6,000 being produced annually. Of this number some 2,000 migrate every year.

South Africa also serves as an 'economic magnet' in attracting African professionals. In the teaching profession, some 10,000 qualified Zimbabwean teachers, of whom 4,000 are mathematics and science specialists, remain unemployed. Despite recognition of their qualifications by SAQA, they have been refused jobs by the Department of Education.

Providing data which revealed that in 2007 the UK authorities admitted to allowing an average of 4,000 South African teachers into the UK annually, Dr Manik demonstrated how she had used ethnographic strategies to answer three critical research questions:

- ◆ Which were the teachers who were leaving South Africa and why they were doing so?
- ◆ What were the experiences of the teachers who had been recruited to teach in the UK?



Dr Sadhana Manik

- ◆ What were the reasons why numbers of these teachers were returning to South Africa, opting not to stay in the UK?

The data were gathered from some 120 subjects, made up of newly qualified graduates and experienced teachers, among whom were newly qualified teachers, teachers intending to migrate and some who had returned home following a stint as a recruited teacher in the UK. Dr Manik had sought to capture migrant teacher thinking and decision-making in each phase of the migration process.

Findings revealed that a combination of new graduates and highly experienced teachers were being recruited to the UK from South Africa. Whereas the profile of the new graduates was predominantly white, female, single and under 28 years of age, the predominant experienced teacher profile was Asian Indian, female, married and of an age ranging from 29 to a maximum of 42 years. It was of interest that South African black and Coloured² teachers were not recruited in great numbers, the reason given being that English is regarded by recruitment agents as a second language for Africans.³

2 Under apartheid, South Africans were divided into four racial groups: whites, Africans, Indians and Coloureds (people of mixed race). Under South Africa's 1994 post-apartheid democratic constitution these terms have no legal relevance. Membership of a population group is now based on self-perception and self-classification. The Coloured community has a rich ethnic heritage and includes descendants of Malays brought to the Cape as slaves by the early Dutch settlers; most speak Afrikaans as their first language.

3 This is a significant finding which effectively restricts the right of South African black and Coloured teachers to freedom of movement in relation to employment, a universal human right.

Reasons given for leaving South Africa by the teachers included career dissatisfaction and limited upward mobility, as well as the nature of the school environment. The incentives of overseas recruitment which appealed to the teachers included the possibility of travel, improved salaries and gaining global teaching experience. Of interest, teachers who returned from the UK were dissatisfied with the level of emotional and physical abuse to which they were subjected in school, as well as racism and discrimination. Many admitted to finding the English climate difficult to handle and to loneliness. For these teachers there was recognition that having qualified as a teacher and speaking English as a first language did not automatically give you access to the professional teaching community in the UK or to the assumption of the teacher being an authority in the classroom.

Dr Manik concluded her presentation by reflecting that notwithstanding the difficulties South Africa was experiencing, there was renewed interest in teaching as a profession. There had been increases in students pursuing studies in Information Technology Education (ITE) across all provinces and with the introduction of a scholarship scheme called the Funza LuShaka Bursary Scheme, it was expected that in another four years South Africa might be able to reap the benefits of this influx of qualified teachers.

The second presenter, Dr Winsome Waite, addressed aspects of her research on 'Culture, Pedagogy and the Transition of International Teachers to Classrooms in the United States'. Noting that international teachers are cross-cultural educators who bring new perspectives and become immediately available resources to faculty, students, and parents, Dr Waite proposed that teachers from other countries are appropriate candidates for examining relationships among social identity and power differentials in US schools, since they have gone through some of the same acculturation experiences faced by their immigrant and second language students. She noted that international teachers bring a wealth of content knowledge and classroom experience,

various cultural backgrounds and authentic world experiences. However international teachers also face unique challenges.

Dr Waite outlined her research conducted with 152 international teachers from 21 countries who were all working in east coast or southern states of the USA. In all cases the teachers spoke English as either their first or second language, were holders of Bachelor's or Master's degrees and had up to 17 years of teaching experience. The areas that the research sought to explore were the teachers' approach to instructional preparation, behaviour management, grading and assessment, culture and communication, and teacher credentials.

Findings revealed that 60 per cent of the teachers studied needed less than six credits to be fully certified in the US education system. Many who needed to learn more of the content they were assigned to teach did so on their own initiative, taking college classes or participating in professional development activities. Further:

- ◆ Fifty-four per cent acknowledged a great variance in culture between their students and themselves and 33 per cent noted modest differences.
- ◆ Forty-eight per cent felt that their students had adjusted well to the cultural differences between the teacher and themselves and the same percentage felt that their students had adjusted to some extent.
- ◆ Thirty-eight per cent found the US curriculum easier to teach and 21 per cent found it similar to the curriculum in their country of origin.

Of all the teachers, 55 per cent indicated that they perceived that they were very knowledgeable about the content of the curriculum they taught, with 37 per cent indicating that they felt that they had little to some knowledge of the curriculum. In respect of collegial relations, Dr Waite noted that 45 per cent of the subjects reported working as collaboratively with other teachers in their countries of origin as in the USA, whereas 33

per cent worked more collaboratively with USA teachers. The vast majority of teachers (91%) reported a preference for a combination of lectures and practical activities as their preferred style of teaching.

In concluding her presentation, Dr Waite indicated that the international teachers studied had expressed a variety of issues and concerns in relation to their teaching

situations. She urged schools to be responsive and to embrace international teachers as another form of resource for students, parents and colleagues. School administrators also needed to listen to the concerns of teachers from overseas, understand their strengths and their professional development needs, assign them mentors and coaches, and offer specialised support and training during the induction period.

Special Session

Guest Speaker: Professor Linda Darling-Hammond, Professor of Education, Stanford University, USA

Professor Linda Darling-Hammond, education advisor to the presidential campaign of US President Barack Obama, addressed the symposium by video conference from a remote location in San Diego, California. Professor Darling-Hammond, a Yale graduate who began her career as a schoolteacher, has been at the forefront of advocating for reforms in the recruitment of teachers and the development of the teaching profession. She served as a Director with the Carnegie Foundation for the Advancement of Teaching and the Alliance for Excellent Education, and has led initiatives in the USA to develop licensing standards for new teachers. She was considered to be the leading candidate for Secretary of Education in the new Obama administration, but declined for personal reasons.

Professor Darling-Hammond was introduced by the Chair, Ms Lily Eskelsen, Vice President of the NEA, as the writer of numerous books and a passionate advocate for children's rights and the rights of children to quality teachers. In her presentation, entitled 'Recruitment, Support and Retention of Teachers. What Can We Do to Prepare Great Teachers – Building a Strong Profession of Teaching: How Do We Get from Here to There?', she argued that American education needs higher standards in teaching and learning to accommodate the greater diversity in the student population



Ms Lily Eskelsen

which necessitates a higher level of response from the schooling system to ensure success. She addressed the critical importance of teacher knowledge and skills, as teacher quality was, in her view, the single most important component of children's learning, a fact which was not always reflected in the policy environment.

Further, pointing to the data that shows that 85 per cent of trained teachers in the USA are leaving the profession within four years and that schools are losing quality through never having 'traction' and losing stability as a consequence of the 'revolving door' of teacher loss, she proposed that the capacity of teachers to do their job is directly relevant to whether they will stay in the job. Noting the

work of the National Commission on Teaching in America's Future and the impact of the Fordham Manifesto, she compared the combined effects of having a well-prepared teacher with a strong academic background to one without such preparation. In her view, quality teacher preparation reduced attrition and student teachers were more likely to stay in the profession if they felt effective in the job. Stating that 'teacher retention is based on preparation and how efficacious people feel on the job', Professor Darling-Hammond listed the following as factors which influence and affect teacher recruitment and retention:

- ◆ Salary competitiveness and equity
- ◆ Working and teaching conditions: leadership, collegial learning opportunities, time, materials and appropriate assignments
- ◆ Preparation quality
- ◆ Mentoring

Noting that 'for an annual investment costing less than one month of the war in Iraq we could completely close the teaching gap' in the USA, Professor Darling-Hammond stressed that high turnover in any teaching service is very expensive and that the teaching gap creates most of the achievement gap, with teachers of lesser quality serving low-income and minority students. Surveying what 'high-achieving and steeply improving' nations were doing with their teachers, she noted that in Finland, for example, investment in initial teacher training and development is high. There is professional development for expert/specialised teachers. Further, salaries have been increased and licensing standards established, reforms which led to the transformation of education and improved teacher retention. Her presentation concluded with the following statement:

'The thing that motivates teachers most is being successful with the students.'

Session 3. Focus: International Teacher Quality, Qualifications and Professional Recognition in the Context of international Recruitment and Migration

The session Chair, William Ratterree, Education Sector Specialist at the ILO, introduced the four presenters for the session.

Reciprocity and Licensure in the USA and Canada

Mr Segun Eubanks, Director, NEA Department of Teacher Quality and John Staple, Deputy Secretary General, Canadian Teachers' Federation

The first presenter, Mr Segun Eubanks, Director of the NEA Department of Teacher Quality, opened his presentation by stating that 'statistically the United States does NOT have a teacher shortage'. There were in fact many more licensed teachers than there were shortages in teacher positions and jobs. The



Mr Segun Eubanks and Mr John Staple

shortages in teacher supply relate to the unwillingness of American teachers to teach in certain schools. These schools are frequently those with a large percentage of black and Latin students in the student population, as well as students of other ethnicities. This situation revealed that recruitment of international teachers is taking place in the context of short-term satisfaction of a demand for teachers in schools where it is considered undesirable to teach. In this context, Mr Eubanks was of the view that the conduct of research on this issue had important implications.

Mr Eubanks provided the following information on the teacher licensing systems in America and how it operates. Fifty different systems exist for licensing teachers, signifying that at state level there is determination of who is permitted to teach where. Each state has its own standards for obtaining a licence and there are options which can be pursued as well. For example, waivers exist and more substantive assessments may also be applied. Licensing for international teachers will more than likely involve some level of course work and if such teachers are working in the most challenged US schools, succeeding with such course work may be difficult and complicated. Following Mr Eubanks' presentation, John Staple, Deputy Secretary General of the Canadian Teachers Federation (CTF), spoke about the licensing of teachers in Canada, noting that Canada was opposed to the adoption of the 'charter school' policy. He explained that as long ago as the 1960s in Newfoundland, there was a major demand for maths and science teachers. At that time, Canada recruited large numbers of teachers from the Philippines, India and Pakistan. Noting that immigration regulations can change swiftly in the face of human resource supply and demand, Canada is now more concerned about issues of diversity in education and the teaching force. There is a major mismatch between the current population complement of Canada and the teachers who are available to teach them, given the diversity of the student complement. In 1988, Staple recounted, his organisation

was responsible for raising concerns in relation to teacher supply in Canada. The CTF had expressed concerns regarding the working conditions of teachers and noted how few were being retained in sufficient numbers upon their graduation. By 2002–2003 the CTF changed their focus from recruitment to retention. To teach in Canada requires an undergraduate degree and a licence to teach in a Canadian province. John Staple expanded on the issue by advising that at that time:

- ◆ Twenty-five per cent of Canadian teacher training graduates were not remaining in the profession upon graduation;
- ◆ Thirty per cent of Canadian teachers move out of the profession within the first three years of their assignment.

Since 2003, however, working conditions have improved and the retirement wave that was leading to high attrition rates in teaching is over. Universities are providing teacher training programmes and there are now more graduates on the market than can be employed. A further point is that school enrolments have declined for the 6th year in a row. Teacher–pupil ratios are falling and teacher supply has been meeting demand in recent years. While there is still demand in special subject areas such as maths and science, the situation is not as serious as it appeared some years ago.

Moving on to the issue of teacher mobility, Mr Staple remarked that teacher mobility across provincial boundaries is now of central concern in Canada. A protocol has been developed which enables a teacher certificate obtained in one province to be certified in another province. Certification of teachers is one matter; however, the classification of that certification for salary purposes is a further concern. The CTF policy is to support the concept of reciprocal recognition of teachers across provinces. CTF efforts to urge a national standard of certification have not met with success. A sufficient degree of uniformity should exist for establishing reciprocity in qualifications.



Dr James Keevy

Researching Commonwealth Teacher Qualifications Comparability – Preliminary Findings of a Study to Reduce Skills Discounting and Promote Teacher Status

Dr James Keevy, South African Qualifications Authority

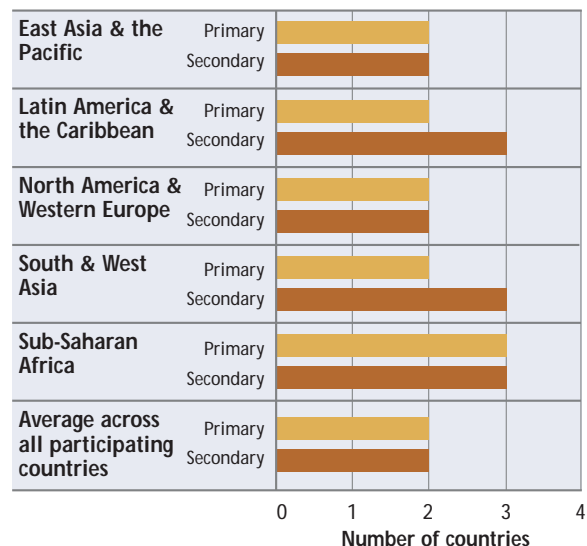
Dr James Keevy, Director of International Research at the South African Qualifications Authority, provided preliminary findings of a study which he had been contracted to undertake by the Commonwealth Secretariat education programme in its bid to address the comparability of teacher qualifications across the Commonwealth, to reduce skills discounting and to enhance the professional status of internationally mobile teachers. Dr Keevy outlined the study by prefacing it with the following acknowledgements:

- ◆ One of the most visible effects of globalisation is the migration of highly skilled workers across national borders;
- ◆ Qualifications frameworks contribute to the recognition and transferability of teacher qualifications;
- ◆ Comparability and equivalency of qualifications are two distinct processes, conducted by different agencies for different purposes.

Dr Keevy proposed that the employment status of internationally mobile teachers depended on the recognition and transferability of qualifications and their professional status in relation to professional registration. He noted that (consistent with ILO and Commonwealth recommendations) efforts should be made by authorities to ensure that the employment status of a foreign teacher is as similar as possible to their employment status in their country of origin. Initially addressing the role of Qualifications Frameworks, which as a global phenomenon had been pursued in a number of regions of the Commonwealth, Dr Keevy explored how in an effort to address equivalencies in qualifications, there were significant challenges in the transferability of teacher qualifications across borders. He then presented the underlying thinking on ‘comparability’ as against ‘equivalency’, prior to explaining the strategy adopted by SAQA for the development of a comparability table for teacher qualifications in the Commonwealth.

Emphasising that ‘comparison’ of qualifications must nevertheless be treated as a limited and high risk endeavour, he said that it was a fact that the greater the transparency with which the qualification is presented, the easier it is to compare one qualification with another, and the more reliable the system of recognition by which a qualification may be accepted.

Figure 1: Average number of pathways available to achieve qualified status per region



There were limitations even to this approach, however. For example, the greater the detail of specification, the more elusive the comparability. Pedagogy/education methodology, examinations and the nature of the institutions are all factors which can limit or facilitate the comparison of teacher qualifications.

Dr Keevy provided some examples and instances of the challenges from the comparability table that had been developed, based on 38 Commonwealth countries. He concluded by making the point that there were significant differences in teacher qualifications offered across the Commonwealth and that global forces are at play. For example, there is a definite convergence and architectural similarity in teacher qualifications. While in this context small and developing countries face unique

challenges, the debate has moved beyond a 'new colonisation' to initiatives in support of international benchmarking. In Dr Keevy's view, there is a need for small and developing countries, of which the Commonwealth has a number in its membership, to be conscious of the limitations of the 'transferability' of teacher qualifications across borders and to engage with the developed world, who are in the forefront of international movements in respect of qualifications and quality assurance. He stated that there were key areas that need further development, such as:

- ◆ Limitations of ISCED – moving beyond time-based models;
- ◆ Looking beyond initial teacher qualifications;
- ◆ Considering the implication of the study in the broader debate of promoting teacher status.

Figure 2: Overview of ISCED levels

ISCED Level	Typical Name	Typical Entry Requirement	Typical Duration (full time)		Characteristics
0	Pre-primary education	At least 3 years	Depends of local age of entry to Primary schooling		
1	Pre-primary education	Between age 5 and 7	6 years		Studies characteristics of primary education – e.g. reading, writing and mathematics
2	Lower secondary or second stage of basic education	Completion of Level 1 (or 6 years of primary schooling)	2A	3 years after Level 1. Usually more subject orientated	Provide access to 3A or 3B programmes
			2B		Provide access to 3C
			2C		Preparing for direct access to the labour market
3	(Upper) Secondary education	Completion of Level 2 Entrance age typically 15 or 16 years	3A	3 years after Level 2	Direct access to 5A programmes
			3B		Direct access to 5B programmes
			3C	Variable – fewer than 6 months to more than 2 years	These programmes lead directly to labour market, SCED 4 programmes or other ISCED 3 programmes
4	Post-secondary non-tertiary education	Completion of Level 3 (but often not significantly more advanced than programmes at Level 3)	4A	From 6 months to 2 years	Programmes that prepare for entry to Level 5 programmes – typical examples are pre-degree foundation courses
			4B		Designed for direct labour market entry
5	First stage of tertiary education	Completion of Level 3A, 3B or Level 4A	5A	Minimum duration – 3 years after completing Level 3	Largely theoretically based – provide qualifications for entry to advanced research programmes (Level 6) or professions with high skills requirements
			5B	Minimum duration – 2 years after completing Level 3	More practical/technical/occupationally specific than 5A programmes. Do not provide access to Level 6 programmes
6	Second stage of tertiary education	Completion of Level 5A	Variable		Leading to an advanced research qualification

Basic Education – 9 years

Country Studies on Qualifications Quality Assurance – a UNESCO Initiative

Dr Akemi Yonemura, UNESCO Higher Education and Quality Assurance Division

The second presentation from UNESCO was made by Dr Akemi Yonemura of UNESCO's Higher Education and Quality Assurance Division, Paris, France. In a wide-ranging presentation, which encompassed the history of UNESCO's initiatives in seeking to have countries adopt an approach of mutual recognition of professional qualifications across borders,⁴ Dr Yonemura commenced by looking at the figures for international student mobility. As this reveals the complexity not only of qualifications in one country and their recognition in another, but the status of nationals of one country who obtain qualifications from another, she provided data which revealed the extent of this mobility of qualifications and human capital specifically in relation to the African continent:

- ◆ Fifty-one per cent of tertiary level students from the African continent study in Western Europe;
- ◆ Twenty-one per cent of African tertiary students remain in sub-Saharan Africa (principally South Africa) for their studies;
- ◆ Twenty per cent of African tertiary students study in North America.



Dr Akemi Yonemura

Table 1: Top 10 Countries: Highest Rate of Mobile Students



	Country	Region	Enrolment	Mobile Student	Domestic & Abroad	% Abroad
1	Maldives	SWA	73	1,215	1,288	94.33%
2	Luxembourg	NAWE	2,692	6,847	9,539	71.78%
3	Comoros	SSA	1,779	2,640	4,419	59.74%
4	Guinea-Bissau	SSA	473	600	1,073	55.92%
5	Djibouti	AS	1,928	2,378	4,306	55.23%
6	Liechtenstein	NAWE	636	783	1,419	55.18%
7	Bermuda	LAC	639	772	1,411	54.71%
8	Belize	LAC	722	751	1,473	50.98%
9	Cape Verde	SSA	4,567	4,540	9,107	49.85%
10	Cyprus	NAWE	20,587	18,993	39,580	47.99%

4 New generation of Conventions: Joint Council of Europe/UNESCO Lisbon Recognition Convention (April 1997).

Table 2: Top 10 Countries: Smallest Tertiary Enrolment (domestic & abroad combined)



	Country	Region	Enrolment	Mobile Student	Domestic & Abroad	% Abroad
1	Anguilla	LAC	47	0	47	0.00%
2	Palau	EAP	484	52	536	9.70%
3	Andorra	NAWE	401	309	710	43.52%
4	Cayman Islands	LAC	567	331	898	36.86%
5	Marshall Islands	EAP	919	116	1,035	11.21%
6	Guinea-Bissau	SSA	473	600	1,073	55.92%
7	Vanuatu	EAP	955	146	1,101	13.26%
8	Tonga	EAP	657	570	1,227	46.45%
9	Maldives	SWA	73	1,215	1,288	94.33%
10	Bermuda	LAC	639	772	1,411	54.71%

Of these areas, Western Europe is the most common destination for Francophone students, who attend institutions in France and Belgium. Lusophone students seek to pursue their studies in Portugal, while the USA is the main destination for tertiary level students from Ghana, Kenya, Nigeria and South Africa.

Dr Yonemura then outlined UNESCO's initiatives in the field of Quality Assurance in Higher Education. The purpose of these initiatives had been to protect students and other stakeholders from low-quality provision and to prevent them from falling into the hands of disreputable providers, as well as to encourage the development of quality cross-border higher education that meets human, social, economic and cultural needs. UNESCO had fostered and encouraged partnerships, sharing, dialogue, mutual trust and respect between sending and receiving countries, and had promoted the recognition of a national authority by each country, given the diversity

of national systems. Dr Yonemura stressed that in this process international collaboration and exchange was essential, as was access to transparent and reliable information about qualifications and qualifications frameworks, where they existed.

Moving specifically to the role of UNESCO in addressing issues of migration and mutual recognition of qualifications, Dr Yonemura noted that UNESCO focuses on increasing the possibilities for international students to work and reside in the country of their studies after the completion of their studies. The research revealed that almost 50 per cent of skilled immigrants are not employed at the level of their qualifications and the problem apparently resides in the interpretation of the educational levels of their qualifications, specifically content, quality and place of education. Member countries of the Organisation of Economic Cooperation and Development (OECD) emphasised the

recognition of foreign qualifications by providing examinations, supervised practice and retraining of foreign-trained health professionals, for example, who have settled in the country, but work in other jobs. Some of these schemes for facilitating labour mobility focus on the assessment of competency, rather than the recognition of qualifications.

Providing a summary of UNESCO's research into the application of mutual recognition of professional qualifications in a number of developed and developing countries, Dr Yonemura concluded by proposing a number of specific actions which could inform and improve policy recommendations to address, refine and develop mutual recognition and quality assurance in qualifications:

- ◆ Case study research and sharing of good practice in recognition of qualification agreements;
- ◆ Advocacy for greater cultural integration of migrant workers;
- ◆ Improvement in the quality of documentation to assist interpretation of academic documents, and prevention of qualifications fraud;
- ◆ Development of international guidelines, standards and benchmarking tools relating to education, qualifications, recognition framework and employment;
- ◆ Commissioning of studies on the impact and effect of mutual recognition agreements on migration flows;
- ◆ Consultation on the area of competency assessment frameworks to develop and refine tools to aid competency assessment and the implementation of competency-based systems for recognition of skills;
- ◆ Formulation of a global directory of country education profiles that can be used as a resource by all stakeholders.

Qualified Teacher Status – Indicating the Teaching Profession's Standards: Lessons from Finland, Ireland and Korea and California

Dr Margaret Snow, Academy for Educational Development, USA

Dr Margaret Snow presented research that she had conducted on teaching qualifications in California, USA, in comparison to those of Finland, Ireland and Korea. The data, which came from the OECD dataset, examined teacher training and licensing programmes over several years. Her findings revealed that Ireland, Finland and Korea have rigorous teacher training programmes and their supply of teachers was adequate to their needs. The teacher training programmes began at post-graduate level.

California, on the other hand, is overwhelmed with the size of its population, which has doubled over the last three decades. Teacher supply has not increased at the same rate. California has been proud of its public school system. In a *Los Angeles Times* newspaper-administered poll, it was found that teachers were better qualified than they had been in the previous decade. However, the quality of those choosing the teaching profession had fallen, and the best people were no longer taking up teaching.

Eighty-two per cent of the states of the USA require a teacher to be certified in the subject which is to be taught. In California, however, over 100,000 teachers were needed and only two courses in the California system in teacher training are devoted to the subject specialisation of the teacher. Whereas California has made gains in relation to mathematics and was ahead of the rest of the USA in performance in this subject, it is ranked at the bottom of the nation's education system.

