

1. Introduction

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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. 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. The Sixth Symposium addressed two main thematic areas: first, learning from the implementation of the existing Commonwealth Teacher Recruitment Protocol (CTRP) to help improve future implementation and the development of new protocols by other organisations, including the African Union; 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 domestic migration of teachers was also touched on.

This publication brings together the eight papers presented at the symposium, along with five others submitted for the event but which time did not allow to be presented. It forms a companion to the Proceedings Report of the Sixth Symposium.¹

The first paper, 'Migration and development: Key issues for consideration for the Commonwealth', by Constance Vigilance, sets the scene by reviewing current issues in the migration and development debate. Major development partners such as the World Bank, the International Organization for Migration and the Commonwealth Secretariat are actively engaged on migration and development issues including remittances, international recruitment and brain circulation. The review identifies the ways in which these issues can be addressed by development partners so that developing countries can benefit. It reveals emerging trends, highlights projects reducing the cost of remittances and assesses the impact of international recruitment protocols such as the CTRP. Its findings touch on the important positive impacts of remittances, the diaspora and brain circulation on development, and on the negative impact of 'brain drain'.

'Towards a global response to teacher preparation, recruitment and migration' by Michael Omolewa provides a background to the need to manage teacher migration, and the development of the policies, strategies and instruments designed to achieve this. The paper reviews how some of the major international organisations, especially UNESCO, the Organisation for Economic Co-operation and Development (OECD), the ILO and the Commonwealth, have sought to confront the challenges of teacher training, recruitment and retention. It highlights the major similarities and unique experiences of the organisations' approaches and compares the instruments developed, such as declarations, guidelines and protocols. It then reviews the strategies and modalities of the instruments, and discusses the uniqueness of the CTRP, identifying the major obstacles facing the effective implementation of its goals and objectives. The paper then suggests how the problems can be addressed at the local, national and international levels, and concludes by exploring ways in which the broad principles of the CTRP can be applied beyond the Commonwealth.

Kimberly Ochs' paper 'Revisiting the implementation of the Commonwealth Teacher Recruitment Protocol: Furthering implementation and addressing critical steps in the recruitment process' looks at the review of the implementation of the CTRP, undertaken in 2009, in the light of more recent research, bringing the analysis of teacher management instruments up to date. The paper first re-examines key findings from the review. Next, it reports on a research study that revisited the teachers who featured in the review to assess evidence of implementation that might have emerged since 2009. The study particularly explores the experiences of migrant teachers in identifying work opportunities. A systems analysis of teacher mobility is presented, which identifies key actors, contextual factors, and critical steps in the recruitment and migration process. Finally, critical steps in the recruitment process needing to be addressed to further the implementation of the protocol are identified.

The fourth paper, 'A continental teacher recruitment protocol in Africa: Key considerations from the Commonwealth Teacher Recruitment Protocol' by James Keevy, looks to the future by examining how the challenges and lessons in implementing the CTRP might influence the development of a continental teacher mobility protocol for Africa. The paper articulates the need to think about Africa's distinctive geographical and cultural aspects outside the confines of Eurocentric concepts and categories; to move from 'policy borrowing' to 'policy learning'; to gather accurate data on teacher recruitment; to recognise qualifications through qualifications frameworks; and to increase the professionalisation of teachers. This would ensure that the emerging recruitment protocol is uniquely African and addresses the particular challenges of the recruitment of teachers in Africa.

'Managing teacher recruitment and migration: A case study of the Barbados experience', by Roderick Rudder, describes the institutional frameworks required to implement an instrument like the CTRP successfully. The paper highlights Barbados' experience in managing teacher recruitment and migration. As a small developing state that was losing a large percentage of its teachers to overseas migration, Barbados has undertaken a leading role in the promotion of strategies to manage teacher migration, including in the development of the CTRP. Barbados has been guided by a robust policy framework, which has proved successful due to a number of factors: a flexible but firm approach to balancing teachers' needs with the country's; direct engagement between the Ministry of Education and recruiting governments; the establishment of good working relationships with teachers' unions; promoting both high standards and the provision of incentives for teachers; and institutionalising the policy framework through legislation. This resulted in the protection of Barbados' investment in training of its teachers and contributed to enhanced management of teacher supply and demand.

'Teacher migration and the role of historically black colleges and universities and Hispanic serving institutions in the United States' by Helen Bond looks at the nexus of teacher migration and teacher supply from the point of view of the demand side. The CTRP recommends that recruiting countries have an obligation to manage their own teacher resources better so as not to deplete or displace the resources of other countries. The paper examines how investing in minority teacher recruitment and development at historically black colleges and universities (HBCUs) may help the United States better manage its teacher supply and demand, thus reducing the need to recruit from limited pools of trained teachers in developing nations. The paper notes that teachers trained at HBCUs are suited to working effectively in challenging schools that overseas-trained teachers may have difficulty in, and that encouraging the deployment of teachers from these institutions would reduce demand for teachers who come from more resource-constrained countries.

In 'The need for teachers: an Ethiopian case study', Theodros Shewarget, Theresa Wolde-Yohannes and Akemi Yonemura present a case study on the need for teachers in Ethiopia, thereby comparing local realities with the international policy framework. Ethiopia has recruited a number of teachers from other countries, mainly to satisfy a shortfall in its higher education institutions. Research was undertaken to understand the dynamics of the teacher supply and demand situation, and to compare Ethiopia's recruitment practices

with the principles of the CTRP. The paper finds that, in general, there was a close alignment between the protocol's ethical tenets and the recruitment process. However, Ethiopia still faces challenges in deploying sufficient teachers; there are continued barriers to recruitment; and some impediments to the formulation of bilateral agreements remain.

The eighth paper, by Sadhana Manik, 'Zimbabwean education professionals in South Africa: Motives for migration', moves into the area of forced migration – an area not explicitly addressed by existing teacher management instruments. The paper presents an ethnographic study of the nature of Zimbabwean education professionals' migration to South Africa. The findings illuminate two cohorts of education professionals, teachers and lecturers. They reveal that the professionals exited Zimbabwe for multiple, interrelated reasons mainly connected to the economic situation in Zimbabwe coupled with the current political climate. Together, these negatively influenced the education opportunities available to them in Zimbabwe. The paper concludes with suggestions for education stakeholders in South Africa, such as the need to provide support to Zimbabwean education professionals, who could assist in addressing labour shortages that in South Africa, and to reduce the institutional and social barriers to accommodating them in the workforce.

The next paper is 'Where have all the teachers gone? Why there are never any teachers in Africa's refugee camps and what we can do about it' by Barry Sesnan, and it moves us further into the territory of education in emergencies. The paper highlights the experiences of forced migrant and refugee teachers in conflict-related emergency environments. Detailing five case studies, the paper argues that teachers in difficult circumstances work where salaries are better, but they also need training and support to educate large numbers of children. The paper discusses how an effective teaching cadre can be established quickly where there is conflict or a natural disaster, and outlines gaps in policy provision for migrant teachers in difficult circumstances.

The tenth paper, 'Teacher migration and education in conflict and post-conflict countries: Experience from Somalia' by Christophe Mononye, further discusses teacher migration and education in conflict and post-conflict countries. The paper focuses on the migration of Somali teachers to other countries in search of better conditions and the recruitment of immigrant teachers from other countries to fill the gaps. Three aspects of teacher migration are focused on: teachers' motivations for leaving Somalia; teacher qualifications; and teacher compensation. The paper also discusses some challenges facing teacher management and compensation in crisis situations. It 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.

In 'Teacher attrition in Wolaita: The cases of domestic migration of Bolosso Sore and Damot Gale woredas' by Michael Daniel Ambatchew, takes us back to the local level to look at internal teacher migration, rather than international. The paper concentrates on government primary schools in two districts in the south of Ethiopia, gathering data on teacher attrition. 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 first appears. The paper argues that attrition can be a distraction from more underlying issues such as qualified but poorly trained teachers, inadequate teaching materials and poor facilities. The paper stresses the need to consider less capital-intensive and more creative solutions that could both minimise staff attrition as well as mitigate its negative effects, concentrating on empowering local stakeholders to take the necessary course of action themselves.

Regional initiatives to improve and standardise quality have an important role to play in facilitating teacher mobility. In 'Challenges facing higher education in the Southern African Development Community' Louis van der Westhuizen describes the development by the South African Development Community (SADC) and other stakeholders of new mechanisms to improve the quality of education in the region to counter the perceived decline and variation in quality in higher education. Assuring quality education is the key to achieving policy goals such as student and staff mobility and the portability of

qualifications, to regulate private provision, to assure qualification equivalence frameworks, and to increase co-operative teaching and learning. The paper describes the groundwork done to assure quality in higher education provision in the region, and the remaining challenges: to ensure sufficient numbers of qualified pedagogical staff, to improve quality assurance practices, to address capacity needs and to reorient national systems for regional comparability.

The concluding paper attempts to draw together some of the strands emerging from the papers and discussions at the symposium. 'Beyond the Commonwealth Teacher Recruitment Protocol: Next steps in managing teacher migration in education in emergencies' is by Jonathan Penson, Akemi Yonemura, Barry Sesnan, Kimberly Ochs and Casmir Chanda. Teachers are significantly under-represented in refugee populations. 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 CTRP might be applied to efforts to improve institutional frameworks for the management of 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.

The field of teacher migration encompasses a whole range of different disciplines: education and economics; conflict studies and climate change; sociology and psychology. Coming together in a complex and dynamic interplay, in a world where change is occurring at an ever more rapid rate, these issues make understanding the centuries-old phenomenon of migration difficult. But understand it we must. We hope that these diverse papers, taken together, contribute to the onward debate about teacher mobility, recruitment and migration.