

## 8. The need for teachers: An Ethiopian case study

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### Abstract

*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.*

### Key words

Teacher, Recruitment, Ethiopia, Migration, Commonwealth, Protocol

### 8.1 Introduction<sup>1</sup>

Current global and regional teacher supply and recruitment trends are not encouraging, and many countries will not meet the projected demand. The trend of teacher shortage is generally seen across all levels of education, but poor countries are particularly focusing their efforts in meeting the goal of universal primary education (UPE). According to the UNESCO Institute for Statistics (UIS), among the 208 countries that reported teacher data for 2009, 112 countries will have a shortfall and collectively need at least 2 million extra teachers between 2009 and 2015 to meet the UPE goal. More than half of these countries (1,115,000 or 55 per cent) are in sub-Saharan Africa (UIS, 2011). Given the situation at the initial level of education, further levels up to higher education face even greater challenges.

The Ethiopian government has mounted a campaign to meet the Millennium Development Goals (MDGs) target of achieving universal primary education and the six goals of Education for All (EFA), targeting all levels of education both formal and non-formal by 2015. However, Ethiopia faces numerous challenges in delivering education services to its population, one of which is ensuring an adequate size of its qualified teaching force. The high rate of population growth in the country, together with the high proportion of youth, creates immense pressure on the education system. The population of Ethiopia almost quadrupled in the past 50 years, and is expected to grow to 92 million by 2015. The youth population aged 0–24 now comprises about half of the total population and the demand for education is expected to grow as well (see Table 8.1).<sup>2</sup>

Ethiopia will need a significant increase in education expenditure simply to maintain its present coverage of all levels of formal education. During the five years 2005/06–2009/10, the total government expenditure increased from less than 34 billion Ethiopian Birr to over 60 billion Birr. During the same period, education expenditure almost tripled from 6 billion Birr to 16 billion Birr<sup>4</sup> (Ethiopian Ministry of Education, 2011) (see Table 8.2).

**Table 8.1 Population growth in Ethiopia from 1950–2015 (in thousands; total and percentage aged 0–24)**

Year	1950	1960	1970	1980	1990	2000	2010	2015
Total population <sup>3</sup>	18,434	22,553	28,959	35,426	48,333	65,578	82,950	92,000
Percentage aged 0–24	63	49.7	49.3	50	49.9	51.3	53.5	52.5

Source: United Nations, 2011.

**Table 8.2 Education budget and expenditure in Ethiopia (2005–10)**

Year	2005/06	2006/07	2007/08	2008/09	2009/10
Education expenditure (million Birr)	5,990.6	7,632.5	9,372.9	11,340.7	15,658.6
Total government expenditure (million Birr)	33,615.9	30,998.2	41,070.9	48,035.2	60,342.3
% Education of total government exp.	17.8%	24.6%	22.8%	23.6%	25.9%

Source: Ministry of Finance and Economy Development, cited in Ethiopian Ministry of Education, 2011.

This education funding is complemented significantly by external sources. In 2008, Ethiopia disbursed US\$233.6 million of official development assistance (ODA) for education, the largest amount among sub-Saharan African countries. The ratio of ODA for education to total public expenditure on education was quite large, at 41.8 per cent.<sup>5</sup>

In addition to the funding augmentation, the Ethiopian government has been increasing the teaching force by training more teachers in the country, and also by recruiting foreign teachers. Although from a sustainable development perspective it is ideal to train and recruit sufficient teachers locally, when the supply of teachers has yet to catch up with the demand, many countries often recruit foreign teachers to bridge the teacher gap. Increased participation at the primary level, the expansion of secondary and post-secondary education, as well as the growing influence of globalisation, have changed the nature of international recruitment of teachers globally and in Ethiopia. In the case of Ethiopia, there has been an organised recruitment, targeted mainly at the higher education and technical and vocational education and training (TVET) levels.

## 8.2 The purpose of this paper

The purpose of this paper is to present a general overview of the recruitment of international teachers to augment the teaching cadre in Ethiopia. One of the purposes of the Sixth Symposium is to learn from the experience of the Commonwealth Teacher Recruitment Protocol. Although Ethiopia is not a member of the Commonwealth, this paper intends to present Ethiopia's experience related to the themes of the symposium.

First, the paper presents a general overview of the growing education system in Ethiopia, including enrolment, teacher demand and supply, teacher qualifications and international recruitment of teachers. The following section analyses current practices, and examines the extent to which Ethiopia's teacher recruitment practices align with the standards proposed in the Commonwealth Teacher Recruitment Protocol (CTRP). Fair and ethical treatment in the international recruitment of teachers is an important cornerstone of the CTRP. The African Union (2006) also acknowledges the usefulness of the protocol as part of its Plan of Action for the Second Decade of Education, encouraging a similar arrangement to be made in the continent. This case study examines important issues in the process of international recruitment of teachers in Ethiopia, which can become a useful input for planning future management of teachers nationally, regionally and globally.

## 8.3 Background and educational context

### 8.3.1 Teachers migrating to Barbados

Ethiopia's total land area is about 1.1 million square kilometres (sq.km), of which about two thirds is estimated to be potentially suitable for agricultural production. Currently,

**Table 8.3 Socio-economic indicators in Ethiopia (2009)**

Population, total (millions)	81.2
Population growth (annual %)	2.2
Children of primary school age who are out of school (%)	17
Adult literacy rate (aged 15–49) (2005)	29.8
GDP growth rate (%)	8.8
GDP per capita (PPP) US\$	950

**Source:** UNESCO Institute of Statistics, 2009.

Ethiopia is the second most populous country in Africa, after Nigeria. Sixty-five million people live in the highland temperate part of the country while approximately 12 million inhabit the lowland that covers 60 per cent of the country's landmass. The main occupation in the highlands is farming, while the lowlands are mostly occupied by pastoral populations (Economist Intelligence Unit, 2008).

Ethiopia has a three-tiered ethnic-based federalist system of government, comprising the federal government; nine administrative regions and two chartered city administrations; and more than 800 *woredas* (districts) and sub-cities. The government is made up of two tiers of parliament: the House of Peoples' Representatives and the House of Federation, where political leaders are elected every five years.

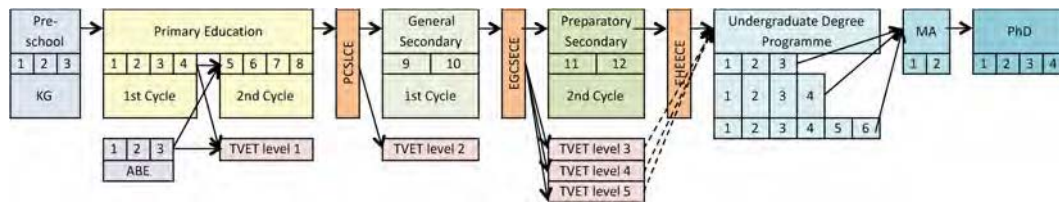
Table 8.3 shows some of the country's basic socio-economic indicators, which demonstrate a rapid growth of population and economy, yet great challenges in education, i.e., primary education participation and adult literacy.

### 8.3.2 Education system in Ethiopia

The education system in the country encompasses formal and non-formal education. It covers a wide range of training, both for primary school age children as well as adults who have dropped out or are beginners. The formal system has further been divided into kindergarten, general, technical and vocational education and training (TVET) and tertiary education programmes. Primary education consists of two cycles of four years each: i.e., the first primary cycle is grades 1–4, while the second cycle is of grades 5–8. Alternative basic education (ABE) facilities offer three years with an alternative curriculum as a substitute for the four years that is the regular primary first cycle. The secondary level consists of two cycles of two years each: 9–10 and 11–12. Those who complete ten years of schooling may either enter the second cycle to prepare for higher education, or enter TVET institutions to be trained for productive employment (see Figure 8.1).

Ethiopia's education administration is highly decentralised, and gives administrative autonomy to the regions and the districts. The Ministry of Education has only a limited mandate in allocating funds disbursed by the Ministry of Finance.<sup>6</sup> Public expenditure on education is thus incurred by varying levels of government, and the allocation across education and other mandates reveals the priorities and preferences of elected local bodies. In such a setting, achieving national and global development goals poses a special challenge; once achieved, however, they have higher probability of being sustained than in a top-down, centralised model.

Gender equality and TVET are important components of Ethiopia's education policies. Since the arrival of the Education for All goals, Ethiopia has made efforts to improve access to schooling and, in particular, to target girls' enrolment. According to the Ministry of Education, the goal of TVET is to create a competent, adaptable and innovative workforce in Ethiopia, thus contributing to poverty reduction and social and economic development. Demand for TVET has outstripped public supply in several regions, leading to rapid growth of private provision to fill the unmet demand. Private provision of TVET services has expanded to serve 57 per cent of total trainees in 2007/08, up from 16 per cent four years earlier. The total number of TVET institutions increased significantly from 388

**Figure 8.1 Structure of the Ethiopian education system**

- ABE alternative basic education  
 EGSECE Ethiopian General Secondary Education Certificate Examination  
 EHEECE Ethiopian Higher Education Entrance Certificate Examination  
 KG Kindergarten  
 MA master's degree  
 PhD Doctor of Philosophy degree  
 PSLCE Primary School Learning Certificate Examination

**Source:** Ethiopian Ministry of Education (2010).

in 2006/07 to 505 in 2010–11 (Ethiopian Ministry of Education, 2011). TVET is also an area of teacher shortage. Ethiopia recruits many expatriate teachers of science and technology to address this teacher gap.

The government started collecting information on teacher education institutions (TEIs) offering diploma programmes since 2007/08. The number of teacher education institutions increased from 24 in 2007/08 to 32 in 2010/11 (Ethiopian Ministry of Education, 2011).

Higher education includes institutions that provide from three to six years of undergraduate programmes, as well as two-year master's and four-year PhD programmes. As of 2010/2011, there were 22 government higher education institutions (Ethiopian Ministry of Education, 2011), and 64 accredited non-governmental higher education institutions (Ethiopian Ministry of Education, 2010).

### 8.3.3 Increased participation at all levels of education

Education is a high priority in Ethiopia's development strategy – both as a pre-requisite for the democratic participation of citizens, and as human capital investment for raising labour productivity and promoting industrialisation and modernisation of the national economy. The country has made major strides in recent years with an overall increase in participation at the all levels of education. In particular, a rapid increase has occurred at the levels of teacher education, TVET and higher education, with annual growth rates of 32.5 per cent for teacher education, 18.1 per cent for TVET, 21.8 per cent for undergraduate and 26.1 per cent for postgraduate degree programmes in 2010/2011 (see Table 8.4). However, there is a concern that a fast expansion in enrolment may have a negative impact on educational quality, because teacher training cannot catch up with the pace of demand for teachers.<sup>7</sup> Such concern also puts pressure on policy-makers and the international community to improve teacher supply and teacher quality.

### 8.3.4 Need for quality teaching

Shortages of teachers and sub-optimal deployment of unqualified teachers are two of the major problems that affect the quality of education.<sup>10</sup> By 2010/11, only 47.2 per cent of primary school teachers had diploma qualifications, while 86.8 per cent of secondary school teachers had degree qualifications. The low percentage of qualified primary school teachers is due to the new requirement for primary teachers to have a diploma, not just a certificate<sup>11</sup> (see Table 8.5) (Ethiopian Ministry of Education, 2011). Nevertheless, this shows that the government needs to train more teachers and recruit more qualified teachers to meet its goals.

**Table 8.4 Enrolment at all levels of education in Ethiopia (2006/07, 2010/11)**

Level	1999 EC <sup>8</sup> (2006/07)		2003 EC (2010/11)		Average annual growth rate (%)
	Enrolment	Net enrolment rate (%)	Enrolment	Net enrolment rate (%)	
Kindergarten	219,068		382,741		15.0
Primary	14,014,276	79.1	16,718,111	85.3	1.9
1st cycle (1–4)	9,776,569	79.9	11,254,696	91.8	3.5
2nd cycle (5–8)	4,237,707	39.4	5,463,415	47.3	4.7
Secondary	1,398,881		1,750,134		
1st cycle (9–10)	1,223,662	14.7	1,461,918	16.3	2.6
2nd cycle (11–12)	175,219	3.0	288,216	4.2	8.8
Teacher education (dip. programme)	70,649 <sup>9</sup>		164,501		32.5
TVET	191,151		371,347		18.1
Higher education (government and non-government)					
Undergraduate degree	203,399		447,693		21.8
Postgraduate degree	7,057		20,150		26.1

Source: Ethiopian Ministry of Education, 2011.

**Table 8.5 The Education Sector Development Program IV (ESDP IV): Key quality indicators related to teachers**

Indicators	Base year 2002	Target for 2003	Status of 2003
	EC (2009/10)	EC (2010/11)	EC (2010/11)
% primary teachers with diploma qualification (grades 1–8)	38.40%	49.70%	47.20%
% secondary teachers with degree qualification (grades 9–12)	77.40%	83.60%	86.80%
Primary education (1–8) student/teacher ratio	51.0	55.6	51.0
Secondary education (9–10) student/teacher ratio	40.2	39.0	34.9
Secondary education (11–12) student/teacher ratio	25.3	24.8	26.1

Source: Ethiopian Ministry of Education, 2011.

Another quality indicator related to teachers is the student/teacher ratio, which was 51 to 1 for primary education, 34.9 to 1 for the first cycle of secondary education (grades 9–10) and 26 to 1 for the second cycle of secondary education (grades 11–12) in 2010/2011. These ratios are in the region of the targets set for that academic year. This reflects the government's efforts to increase the number of teachers in recent years.

### 8.3.5 Teaching force in Ethiopia

To meet the growing demand for education at all levels, the teaching force has also increased significantly. Between 2005/06 and 2009/10, the number of primary teachers increased significantly with an annual growth rate of over eight per cent. Large increases are also seen at the secondary, teacher education, TVET and higher education levels, with annual growth rates of 17 per cent, 26.2 per cent, 16.1 per cent and 20.1 per cent respectively (see Table 8.6).

However, these increases have not caught up with demand for teachers. For example, UIS (2011) estimates that in order to achieve universal primary education (UPE) with good quality by 2015, Ethiopia would still need to increase its teaching workforce by a total recruitment of 231,900 between 2009 and 2015 (see Table 8.7).

**Table 8.6 Teacher stock for all levels of education**

Year	1999 EC (2006/07)			2003 EC (2010/11)			Average annual growth rate		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Kindergarten	3,082	4,935	8,017	4,199	9,764	139,631	8.0%	18.6%	14.9%
Primary	142,941	82,378	225,319	193,599	114,687	308,286	7.9%	8.6%	8.2%
Secondary	25,095	3,088	28,183	43,041	9,690	52,731	14.4%	33.1%	17.0%
Teacher education <sup>12</sup>	678	94	772	1,792	165	1,957	27.5%	15.1%	26.2%
TVET	5,974	1,120	7,094	10,758	2,132	12,890	15.8%	17.5%	16.1%
Higher education			8,355	15,798	1,604	17,402	19.1%	33.8%	20.1%

Source: Ethiopian Ministry of Education, 2011.

**Table 8.7 Demand for primary teachers**

Teaching staff in 2009 (000s)	Teaching staff needed in 2015 (000s)	Absolute change in stock 2009–2015 (000s)	Average annual change	Total recruitment incl. attrition (000s)
234.2 <sup>13</sup>	379.4	145.2	0.08370	231.9

Source: UIS, 2011.

## 8.4 Research questions

The paper aims to find out the situation of migrant teachers in Ethiopia, particularly the role of migrant teachers in complementing the government's effort to increase the teaching stock and to improve the quality of teaching in the country, as well as the current practices in recruitment processes and the status and working conditions of migrant teachers. We used the CTRP, as recognised by the international community as a benchmark in managing the recruitment of migrant teachers, to identify key questions to consider. We first attempted to determine the migrant teacher flow, and then the extent to which Ethiopia's teacher recruitment practices align with the standards proposed in the CTRP, before finally researching the government's longer-term plans for teacher development in the country. Specifically, the paper intends to seek answers to the following questions related to the need for teachers, with particular emphasis on expatriate tertiary level education teachers, as we found most migrant teachers are working at post-secondary level in Ethiopia:

- How many expatriate teachers are there in Ethiopia?
- What countries send teachers to Ethiopia?
- How are expatriate teachers recruited?
- What qualifications are required of expatriate teachers in Ethiopia?
- What types of benefits do expatriate teachers receive?
- What subjects do expatriate teachers teach?
- What future plans are there for teacher recruitment to Ethiopia?

## 8.5 Methodology

Data and information were gathered through document analysis, interviews and follow-up visits. The documents analysed included education policy documents; Ministry of Education reports and statistical bulletins; the CTRP; and studies on teacher demand and supply, teacher migration and recruitment. The interview respondents comprised key officials within the Ethiopian Ministry of Education. Education statistics were not always

readily available for a number of questions. However, the various sources of information used in this case study ensured triangulation, and are believed to help improve the understanding of teacher mobility and migration in the Ethiopian context.

## 8.6 Findings

The short-term response to a shortage of teachers of recruiting foreign teachers can ensure that every classroom has a teacher. The benefit expatriate teachers can bring is not only to teach in the classroom, but also to coach and train local teachers through on-the-job training and organisation of workshops. However, short-term measures raise concerns about their impact on the quality of teaching and learning. Many countries, including Ethiopia, have chosen to recruit large numbers of teachers on a contract basis. The idea is to keep the wage bill down, while increasing access to education. Many of the new recruits, however, are not fully trained, as described above in paragraph 8.3.4. According to the government, compared with 'regular' civil service teachers, contract teachers often have: i) relatively lower academic credentials; ii) uncertain or no career prospects; and iii) lower salaries and fewer benefits. Contract teachers and alternative basic education (ABE) facilitators have less training (i.e. they are unqualified) and at some places lower salaries.

### A. How many expatriate teachers are there in Ethiopia?

According to government statistics, there were a total of 654 expatriate teachers at the higher education level in Ethiopia in 2010–2011, which was 3.76 per cent of the total academic staff. This is a significant reduction from the previous year, which was 978 expatriate teachers, representing 6.23 per cent of the total academic staff. The majority of expatriate teachers are employed by the government sector (91 per cent) rather than the private sector. There are also expatriate teachers recruited by Ethiopia deployed at the TVET level.<sup>14</sup> Table 8.8 presents the number of Ethiopian and expatriate academic staff in higher education in recent years.

### B. What countries send teachers to Ethiopia?

According to the central government source, the main countries that send teachers to work in Ethiopia are China, Cuba, Germany, India and the Philippines. Other suppliers include Japan, Nigeria and the United Kingdom, but to a smaller extent. This does not include all the volunteers or teachers recruited independently by some of the institutions.

**Table 8.8 Trend of academic staff in higher education institutions (HEIs) in regular programme and percentage of females (2006/07–2010/11)**

Year		Ethiopian		Expatriate		Total		
		Total	% female	Total	% female	Total	% female	% expat.
1999 EC (2006–07)	Public	n/a	n/a	n/a	n/a	1,916	n/a	n/a
	Private	n/a	n/a	n/a	n/a	651	13.5	n/a
	Total	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2000 EC (2007–08)	Public	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Private	n/a	n/a	n/a	n/a	651	n/a	n/a
	Total	n/a	n/a	n/a	n/a	6,439	n/a	n/a
2001 EC (2008–09)	Public	8,841	8.4	655	16.2	9,496	9.0	6.90
	Private	1,504	15.4	28	14.3	1,532	15.4	1.83
	Total	10,345	9.4	683	16.1	11,028	9.8	6.19
2002 EC (2009–10)	Public	13,176	11.1	950	13.3	14,126	11.3	6.73
	Private	1,553	12.0	28	42.9	1,581	12.6	1.77
	Total	14,729	11.2	978	14.1	15,707	11.4	6.23
2003 EC (2010–11)	Public	15,255	8.4	631	17.4	15,886	8.8	3.97
	Private	1,493	13.1	23	56.5	1,516	13.7	1.52
	Total	16,748	8.8	654	18.8	17,402	9.2	3.76

Source: Ethiopian Ministry of Education, 2011. Re-tabulated by the author.

### *C. How are expatriate teachers recruited?*

The process of selecting, contracting and deploying teachers is dependent on the agreements between Ethiopia and the supplying country. In India, the Ethiopian Ministry of Education (MoE) recruits Indian teachers using the services of a teacher placement agency and assigns them to teach at the tertiary level. Assessment of teacher qualifications and certification is completed by the placement agency. Candidates who meet the criteria are then placed in Ethiopian institutions of higher education.

In the case of teachers from Germany, the Ethiopian MoE recruits from a shortlist of candidates supplied by Germany. These preselected candidates possess the minimum qualifications required by Ethiopia to teach within the country.

Another recruitment process undertaken by Ethiopia is the use of its foreign embassies to make initial contact with teacher institutions and to advertise teaching positions abroad for Ethiopia. In this way, the Ethiopian embassy acts as a mediator, identifying potential teacher sources and facilitating the recruiting process. For example, this process is used by Ethiopia to recruit teachers from Cuba.

Another recruitment strategy is to establish a bid process for recruitment agencies that wish to send teachers to Ethiopia. The ministry assesses service providers and selects a partner agency based on criteria that meet its teacher needs and budget. It is not uncommon for the ministry to send an evaluation team to review candidates that have been selected by the recruitment agency. This team usually consists of university faculty and administrators. The idea of using a recruitment agency is to facilitate the process of recruitment, thus alleviating the burden on the government. To achieve this, recruitment agencies must work efficiently, but there is little information available on how effectively recruitment agencies are contributing to this goal.

### *D. What qualifications are required of expatriate teachers in Ethiopia?*

In its narrowest terms, the recognition of qualifications can be defined as 'formal acknowledgement of ... individual academic or professional qualifications' (UNESCO-CEPES, 2007: 8).<sup>15</sup> This process has traditionally been most challenging in relation to professional fields. The teaching profession is no exception. According to the ministry, expatriate teachers must possess a graduate degree in order to teach at all levels of education. A PhD or equivalent degree is usually required for teachers who are placed at the tertiary level of education. To ensure that the credentials of candidates meet Ethiopia's teaching qualifications standards, evaluations are conducted by an Ethiopian team of education administrators or by the recruitment agency in order to review and validate applications. In order to accelerate the recruitment effort, it is important that the evaluation must be carried out efficiently as well as effectively; however, often the process is long and slow.

### *E. What types of benefits do expatriate teachers receive?*

Expatriate teachers' salaries and benefits are established in a contract agreement called the 'Contract of Employment for Expatriate Staff'. This document lays down the details of employment such as: title of position, duty station, duration of employment, salary, sick leave, travel allowance and other benefits. The duration of the contract is two years, and may be renewed as necessary.

According to the ministry, the standard salary of expatriate teachers who possess a first graduate (at least master's) degree is US\$1,100 per month. Expatriate teachers are provided an allowance for travel and accommodation. For example, if housing is not provided by the institution where the teacher is stationed, the Ethiopian government provides a housing allowance of US\$175 per month as part of their salary structure.

In some cases, the teacher's home country will pay their salary instead of the Ethiopian government. This is the case for some teachers from Germany and the United Kingdom. The British Council also provides housing and allowance for teachers based in Ethiopia.

#### F. *What subjects do expatriate teachers teach?*

Recent education policies in Ethiopia have placed a strong emphasis on the teaching and learning of mathematics, science and technology. According to the ministry, Ethiopia only recruits teachers for these underserved fields of education. In addition, countries may be targeted for the recruitment of teachers for a particular field. Chinese, German and Indian teachers are frequently recruited to teach in the areas of TVET and information and communication technology (ICT). Japanese teachers teach science and mathematics at the primary level, and teachers from the Philippines often fill positions teaching medicine and social sciences at TVET.

#### G. *What future plans are there for teacher recruitment to Ethiopia?*

The long-term goal of the Ethiopian education system is to increase its teacher supply in order to be sustainable and self-sufficient, and to align it with the country's economic and social development. In the meantime, the country will continue to recruit expatriate teachers to supplement teacher shortages.

The government also plans to increase its recruitment of teachers from other African countries. In particular, the government would like to recruit English teachers from Anglophone African countries. Initial discussions with Ghana, Kenya, Uganda and Zimbabwe are underway. Teachers recruited from these countries would be deployed to teach English, particularly at the secondary level of education. The ministry also hopes to establish a type of 'training of trainers' programme in which expatriate teachers would act as teacher mentors for Ethiopian staff. This task requires an intensive effort to strengthen communication between relevant agencies and departments, because it involves different components such as curriculum, procurement, policy, planning and the Teacher Development Programme (TDP).

## 8.7 Analysis

This section analyses the extent to which Ethiopia's teacher recruitment practices align with the standards mandated in the CTRP. The fair and ethical treatment in the international recruitment of teachers is an important cornerstone of the CTRP. Ethiopia can serve as a relevant model for other African countries in terms of the effective and ethical recruitment of expatriate teachers.

*Recruiting and source countries should agree on mutually acceptable measures to mitigate any harmful impact of such recruitment* (Commonwealth Secretariat, 2004: 9).

Ethiopia's recruitment practices are, to a large extent, highly transparent. Through communication and partnership with embassies and recruitment agencies, the supply of and demand for teachers are fairly assessed by both parties, thus allowing source countries and Ethiopia to agree on mutually acceptable measures for recruitment.

*The government of any country which makes use of the services of a recruiting agency, directly or otherwise, shall develop and maintain a quality assurance system to ensure adherence to this Protocol and fair labour practices* (Commonwealth Secretariat, 2004: 11).

The existence of an Ethiopian evaluation team that assesses expatriate teacher credentials before they are deployed acts as a quality assurance system. Furthermore, the establishment of a formal employment contract between the Ethiopian ministry and expatriate teachers serves as another mechanism that clearly outlines employment standards and benefits.

*Whenever appointed, recruited teachers shall enjoy employment conditions not less than those of nationals of similar status and occupying similar positions* (Commonwealth Secretariat, 2004: 12).

The majority of Ethiopia's expatriate teachers are recruited to teaching positions in institutions of higher education. Their employment conditions are similar to those of local staff. According to the ministry, expatriate teachers – like local staff – are permitted to serve in leadership positions at universities, for example.

*Recruited teachers should be employed by a school or educational authority (Commonwealth Secretariat, 2004: 12).*

The recruitment of expatriate teachers by Ethiopia follows the supply of and demand for teachers in its education system. Recruited teachers are either recruited directly by universities or by the ministry on behalf of education institutions. Thus, these teachers are employed by a school or educational authority, demonstrating Ethiopia's alignment with the CTRP.

*The recruited teacher has the right to transparency and full information regarding the contract of appointment. The minimum required information includes information regarding complaints procedures (Commonwealth Secretariat, 2004: 16).*

Although teachers are provided with a contract agreement that outlines terms of employment, information regarding complaints procedures is noticeably absent. In the contract's termination clause, it simply states that 'this contract may be terminated at any time, and for no cause, by giving three months' notice to the other party'. The teacher's salary is paid in full up to the date of termination.

## 8.8 Conclusion

The major foci of the study were the need for teachers, and how teacher migration can be seen as a short-term response to fill the resultant gap in the teaching force. The study also looked at teacher recruitment: its practice, challenges and areas of improvement necessary to lead to a longer-term solution. In particular, the study used the CTRP as a possible tool to guide a future international teacher recruitment policy, by examining how current practices are aligned with the recommendations and principles set by the CTRP and identifying areas for further improvement.

As can be seen in the above analysis, Ethiopia's teacher recruitment practices generally align with the standards mandated in the CTRP. However, the recruitment process needs to be guided by a comprehensible and clear course of action. For this to happen, a formal policy for international teacher recruitment is required, and this policy should address issues related to the recruitment process such as migration, teacher development, financing of teacher training, quality assurance and recognition of qualifications. One of the first clear courses of action would be the improvement of communication between the Ministry of Education and universities and other levels of schools in order to manage data on the number of foreign teachers recruited at the institutional level and their countries of origin; the number of teachers who migrate to other countries and their destinations and subjects; and the sharing of other relevant information at the national level, including among different components of the education system such as curriculum and the TDP. Second, reliable data on teacher mobility and recruitment should be available through improved communication. Third, in order for the policy to be implemented effectively, advocacy and capacity building of relevant stakeholders is indispensable, including government and recruiters, as well as agencies responsible for accreditation and quality assurance and, in some cases, employers.

Another important aspect, not covered in this study, is assessment of the effectiveness of these international teaching staff. One possible question we need to ask is whether the students understand migrant teachers and are satisfied with their teaching, and if there is any evidence of improvement of learning because of migrant teachers. Such assessment should examine if the methods used by migrant teachers are adequate for Ethiopian students. If any modifications are required, the assessment should identify some options on how the government and migrant teachers should respond.

Ideally, any country should be able to produce the necessary number of quality teachers within the country itself. However, due to the economic, political and social challenges that many countries face, migrant teachers are in fact playing an important role in the response to the urgent need for teachers to fill the teacher gap overseas. In particular, when some countries are over-producing teachers and other countries are experiencing a severe teacher shortage, a short-term solution of recruiting international teachers is a rationale response.

The next step to consider is sustainability. In recent years, Ethiopia has increased the capacity of all levels of education, especially teacher training institutions, TVET and higher education. This indicates that the government is moving to the right direction to meet the demand for teachers. The declining proportion of expatriate teachers at the higher education level is another indication that the government is increasing the national capacity. This is a natural response considering the growing school-age population. The growing capacity of the education system is good news, and at the same time it is a big concern in terms of readiness of teachers and students in a rapidly changing new environment.

This study aimed to address the issue of teacher migration. The authors hope to shed light on key factors to consider for future planning of teacher development in Ethiopia, which needs to find the right balance between the pace of expansion of the education system, preparing teachers domestically and recruiting teachers from overseas, and also preparing students to be able to learn at the right level and preparing them to succeed in the world of work and become responsible citizens.

## Notes

- 1 The authors, from the Ethiopian Ministry of Education and UNESCO-IICBA, appreciate the opportunity to participate in the research symposium on teacher mobility, recruitment and migration, extended by the Commonwealth Secretariat. We also thank Ato Getachew Tadesse, colleague of Ato Theodoros, and Ato Fuad Ibrahim, State Minister of Education, Ethiopia for their invaluable inputs for this paper.
- 2 The entrance age of primary education is seven, however the UN has historical statistics available only for the age group of five to 14, which includes two years of pre-primary and the primary education population.
- 3 Population figure for 2010–2015 is a projection.
- 4 The exchange rate of US\$1 is 16.76 Ethiopian Birr as of 24 May 2011. ([www.oanda.com/currency/converter/](http://www.oanda.com/currency/converter/)).
- 5 Sources: OECD's Development Assistance Committee (DAC) database and World Bank for PPP\$, cited in UIS, 2011.
- 6 For the moment within the World Bank-financed General Education Quality Improvement Programme (GEQIP), its mandates are extended to promote faster expenditure of money and reallocation of unspent money.
- 7 The trade-off between enrolment and learning levels has been an ongoing debate, not only because of increased teacher/pupil ratio, but also the new entrants' socio-economic background being associated with lower achievements, such as poverty, poor nutrition and low parental education level. However, many international studies have been inconclusive on this link between sharp increase in enrolment and quality of education (UNESCO, 2011).
- 8 EC = Ethiopian Calendar; GC = Gregorian Calendar.
- 9 The figure of teacher education enrolment is that of 2007/08.
- 10 In addition to the shortage of qualified teachers, other major problems affecting quality of education are related to: the continuous professional development (CPD) programme, such as lack of teachers' capacity in developing their own needs; and lack of access to adequate teaching and learning materials in rural areas.
- 11 Primary education (Grades 1–8) now requires teachers with a minimum qualification of a diploma from a college of teacher education (CTE). From the year 2002 EC (2009/10 GC), teachers with teacher training institution (TTI) certificates are no longer considered as qualified teachers for the first cycle (grades 1–4) of primary education (Ethiopian Ministry of Education, 2010).
- 12 The figures in the 1999 EC column are from 2001 EC (2008/09 GC).
- 13 The teacher stock number in UIS is slightly different from that of the government's figure. This is probably due to the timing of the reporting.
- 14 The *Education Statistics Annual Abstract 2003 EC/2010-11 GC* includes expatriate teacher data only at the higher education level, but other levels are not significant in number and are not included in the document.

- 15 For further information on recognition of qualifications between countries, see UNESCO's Conventions on the Recognition of Qualifications, available at: [http://portal.unesco.org/education/en/ev.php-URL\\_ID=13880&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/education/en/ev.php-URL_ID=13880&URL_DO=DO_TOPIC&URL_SECTION=201.html) (accessed 21 May 2012).

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