



## **Teachers for the future: Meeting teacher shortages to achieve Education for All**

*Draft conceptual framework for national country reports or policy briefs*

### **Concept of the framework**

Recent international surveys (ILO and UNESCO, 2002)<sup>1</sup>, show that despite substantial progress in recruiting new teachers since 1990, demographic pressures, the need to reduce the high out of school population and relative unattractiveness of teaching are making a chronic situation worse in many countries. Education for All (EFA) goals by 2015 are threatened by current or prospective teacher shortages, hence the need to better understand and develop policies and concrete measures to address these shortages in the interests of universal access and provision of quality basic education.

The conceptual framework proposed below is meant to guide data collection and analysis in countries with widely differing education structures, resource levels, challenges facing systems at national and/or local level and capacities to deal with them through agreed actions by ILO constituents - government education authorities, private school employers/management, teachers' organizations - and other education stakeholders. Teacher shortages will not have the same profile everywhere. They may result from overall lack of teachers, a low percentage of qualified teachers according to government standards, an uneven distribution by geographic area (sufficient or excess numbers in urban or richer areas, shortages in rural or disadvantaged areas), lack of teachers at a particular level (primary or secondary) or subject area (sciences, maths, ICT, technical/vocational, etc), or a combination. The proposed framework is therefore modulable, to take account of differences between and within participating countries, and the most important priorities to be defined by national steering groups. Participating countries may find it necessary to add to, or focus exclusively on certain questions, so as to concentrate on the greatest priorities.

However, to the extent that each participating country can address most or all of the main chapters as proposed, the regional and international comparability of the action programme's outputs will be enhanced. This would in turn help to maximize programme benefits for participating countries by allowing them to share the results of national analysis and good practices – policies, legislation, incentive programmes, social dialogue mechanisms, etc. - in a meaningful way through regional policy dialogue forums, a proposed international database and the global monitoring report to be produced at the end of the programme.

It is not expected that original research or evidence gathering will need to be conducted on all questions suggested in the outline below; where relevant, existing or ongoing research or policy analysis may be adapted to one or more sections. Some data will be readily available from ministerial databases or previously published reports, which should be exploited to the fullest so as to avoid duplication.

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<sup>1</sup> Siniscalco, Maria Teresa, *A Statistical Profile of the Teaching Profession*, ILO and UNESCO, Geneva, 2002

## **Suggested outline for Country reports/Policy briefs**

### ***Executive summary (suggest maximum 3 single-spaced pages with main highlights)***

A brief Executive Summary should focus on the most important challenges identified in the research and analysis phase, success and failures in dealing with the problems and proposed solutions.

#### ***I. Context of the national education system (5-10 single-spaced pages)***

- *Overall structure:* Brief description of school-going age, levels of education, national education objectives and recent reforms (for example curricula) which would influence decisions on teacher recruitment, training and employment
- *Student competences:* new student competencies required in the future and their impact on teacher education and continual professional development, for instance, development of teamwork, critical thinking and self-learning capacities;<sup>2</sup>
- *Demographics:* numbers of students by level of education and geographic area (districts, regions, or urban/rural), projections to 2015 if known and implications for teaching
- *Financing:* National resources to education, as a percentage of GNP or GDP, percentage of government expenditures by level of education and private contributions where known; obstacles to a sound financial basis for education and sound distribution of resources to teaching and teaching support functions
- *Governance/administration:* Decision points concerning teacher recruitment, training and employment - central, federal, regional/district or local level
- *Teacher education and training requirements:* Initial qualification levels and requirements for upgrading/maintaining certification if any
- *Public support/constituent considerations:* Degree of public satisfaction or dissatisfaction with the education system and teachers; government, employer and teacher organization desires, satisfaction and frustrations with education and teaching

#### ***II. Composition of the teaching profession (actual and trends in the last 5-10 years where known or possible to obtain, 5-10 pages with more details in annexes if necessary)***

- *Numbers of teachers* by level of education – pre-primary, primary, secondary – and public/private
- *Gender distribution* of teachers by level of education and position of responsibility (school directors, deputies, heads of department in larger schools, curricula or other specialists)
- *Age distribution* of teachers by level of education

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<sup>2</sup> Additional point added at the request of the National Steering Group, Trinidad and Tobago

- *Geographic distribution* of teachers – by region/district or by urban/rural areas as appropriate
- *Auxiliary “teaching” staff*: numbers/percentages of para-professionals, teaching assistants or other categories of less than fully qualified teachers engaged in full/part-time teaching
- *Substitute teaching staff*: planning and initial operation of the substitute teachers scheme in Trinidad and Tobago (point applicable only in Trinidad and Tobago)<sup>3</sup>
- *Teacher qualifications*: numbers/percentage of teachers at the official qualification/certification levels (and by gender, age and geographic distribution where possible)
- *Professional development*: estimates of numbers/percentages of teachers having access to and undergoing some form of continual or in-service training, and length of training where known
- *Retention and distribution*: a) numbers of teachers leaving service and reasons (personal decision, retirement, deaths); b) returning teachers; c) analysis of reasons (possible sample surveys)
- *National/regional/international mobility*<sup>4</sup>: a) numbers of teachers leaving for employment in other countries in the region and internationally (Europe, North America, etc), among states or regions of federal systems<sup>5</sup> and major destinations; b) numbers of non-nationals recruited to teaching by sending country, regionally and internationally.

**III: *Teacher candidates, recruitment, education and professional development (10-15 pages)***

- *Teacher candidates*: a) perceived difficulties in attracting individuals to teacher training programmes and b) evaluation where possible of the qualifications and motivation of those who choose to enter teacher education
- *Initial teacher education*: identified weaknesses in initial teacher training programmes structures, length, quality and relevance affecting: a) numbers of qualified teachers graduated; b) deficiencies in the skills and competencies of graduating teachers; c) recent reforms which have led to successes in overcoming these weaknesses
- *Professional development*: a) obstacles for serving teachers to in-service, continual professional development courses and implications for teacher skill levels/competencies and motivation; b) alternative provision (teacher resource centres,

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<sup>3</sup> Added to replace the point on “auxiliary teaching staff” at the request of the National Steering Group, Trinidad and Tobago (applicable in Trinidad and Tobago); “auxiliary teaching staff” also will not apply to Dominica which does not have such a category

<sup>4</sup> Additional point added at the request of the National Steering Group, South Africa.

<sup>5</sup> At the request of the National Steering Group, Nigeria, “national” mobility will also be considered in the context of this large federal State

school-based training, cluster arrangements, distance learning systems,<sup>6</sup> etc); c) recent innovations to improve access and quality

- *Professional assessment:* a) means of teacher evaluation; frequency and quality of evaluation by inspectors or other evaluators; b) impact on teacher skills, careers and motivation

#### **IV. *Employment, careers, teaching and learning conditions (10-15 pages)***

- *Recruitment/induction:* a) placement criteria and mechanisms for first assignments, especially disadvantaged or ethnic minority areas; b) induction procedures for new and returning teachers; c) mentoring by school directors or experienced teachers; impact of weaknesses and reforms on recruitment and job satisfaction in rural and disadvantaged areas
- *Careers:* transfer and promotion criteria and application, with special attention to placement and mobility between a) urban and rural or disadvantaged areas, b) for women and married teachers and c) for HIV positive teachers; d) between primary and secondary school levels<sup>7</sup>
- *Remuneration/material incentives:* a) salary rates for beginning, mid-career (10-15 years service) and end of career teachers (25-30 years service); b) comparisons with at least two national comparator professions, one public and one private; c) additional material incentives/bonuses for responsibilities, housing, transport, medical care/social security with special attention to rural and disadvantaged areas; e) material incentives for shortage subjects; f) performance pay schemes and impact on recruitment and job satisfaction; g) percentage of teachers engaged in other, non-teaching jobs or private tutoring; h) as appropriate according to regional mobility patterns, comparison with two comparator professions, one public and one private in a neighbouring country likely to attract serving teachers<sup>8</sup>
- *Teaching and learning conditions:* a) statutory hours of contact and/or overall teaching (including curricula preparation, student evaluation, counselling, supervision and school or community-based extra-curricular time), b) estimates of actual hours of total teaching time per month or year where available and indications of impact on teacher satisfaction; c) indications of teacher absenteeism and reasons; d) pupil/teacher ratios by districts or urban/rural areas, and actual average class sizes where known; e) indications of deficiencies in teaching materials; f) evidence of school insecurity and violence as influences on teacher motivation and retention
- *Leave provisions:* a) provisions for medical, family responsibility and annual (holiday) leave and impact on teacher retention in rural and disadvantaged areas; b) provision for study (sabbatical) leave and impact on teacher competencies/skills and motivation; c) cover provision for teachers on leave and costs to education authorities
- *Targeted incentive programmes:* describe and analyse any special incentive programmes designed to address identified shortages, quantitative or qualitative, and their impact

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<sup>6</sup> Additional point added at the request of the National Steering Group, Nigeria

<sup>7</sup> Additional point added at the request of the National Steering Group, Dominica

<sup>8</sup> Additional point added at the request of the National Steering Group, Lesotho

- *Regional/international recruitment programmes:* a) recruitment plans/programmes for non-nationals from other countries in the region or internationally and impact (assessment of shortages being met overall, by subject or area); b) impact of plans/programmes to reintegrate teachers returning after a period of work in another country.<sup>9</sup>

**V. *Social dialogue and participatory decision-making in education (10-15 pages)***

- *Information sharing:* a) means and subjects of information sharing on educational policies and planning between education authorities and private school employers/management and teachers' organizations; b) structures incorporating teachers' views in EFA and other major education reforms
- *Consultation:* a) mechanisms and subjects of consultation between education authorities and private school employers/management and between public or private education employers and representatives of teachers on teacher education and professional development, professional conduct and ethics, teaching and learning conditions not subject to collective bargaining; b) evidence of successful reforms arising from consultations
- *Negotiations/collective bargaining:* a) mechanisms and subjects of bargaining between public and private educational employers and teachers' organizations, i.e., career structure, remuneration and incentives, teaching and learning conditions and evidence of impact if any on teacher recruitment and retention; b) impact of strikes, conflicts and individual or collective dispute resolution mechanisms on recruitment and retention, if any

**VI. *Policy Recommendations (5-10 pages, bullet point style if possible; focus on implications for policies and practices to resolve teacher shortages, quantitative or qualitative)***

- Education policy and planning, with attention to teacher involvement at school level and at district/regional level through elected representatives
- Teacher education and professional development
- Recruitment and retention (career) incentives/disincentives
- Teacher remuneration and material incentives
- Teaching and learning conditions
- Social dialogue between employers and unions on teacher shortage issues

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<sup>9</sup> Additional point added at the request of the National Steering Group, South Africa