

Attracting and Retaining Qualified Teachers in the OECS



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Executive Summary

Overview

Education systems in OECS are striving to become more responsive to the changing economic climate by providing their citizens with an education that prepares them to participate in the global economy, the CARICOM single market in particular. This objective is being threatened by poor student learning outcomes from the education and training systems. Given the urgency of addressing this problem and in light of the overwhelming evidence suggesting that teachers are a critical determinant of learning outcomes, attention is increasingly turning to the issue of teacher quality.

The consensus among key stakeholders is that resolving the questions of teacher quality, motivation and retention is the key to improving the quality of education. Teachers' preparation must be in tandem with changing needs of the times, and their conditions of work must reflect the challenging roles they are expected to play in schools. In recognition of the critical role of teachers in schools, various recommendations and policy options are being explored on how to better motivate teachers so that they can effectively carry out the tasks expected of them. Establishment of a clear harmonized career path for public school teachers has been suggested by several stakeholders as critical to improving teacher quality. Consistent with this line of thinking, the option of developing a teachers' career ladder has gained popularity in recent years.

The purpose of this report is to contribute to the knowledge base on teacher policy reform through diagnostic work on the status of teachers in the OECS and the development of a framework for establishing a Career path for teachers within the OECS education system. First, using data from a field survey of teachers, school principals and officials in ministries of education in the OECS, the study seeks to characterize the current teaching work force and constraints faced in the labour market. It then draws on an extensive literature review of international best practices to inform the development of a generic career ladder for teachers in the OECS. Finally, based on the findings of the field survey and literature review, a set of recommendations are proposed to provide guidance to policy makers and other key stakeholders on how to put in place a comprehensive career ladder for teachers that would contribute to improved teaching quality and effectiveness.

Summary of Key Findings

Analysis of the data from the field survey of teachers, school principals and officials from the ministry of education undertaken in 2009 indicated the following:

- The OECS are experiencing difficulties in attracting and retaining qualified teachers to some critical subjects like Mathematics, Science, English, ICT, Visual and Performing Arts. Although several countries indicated no problems in attracting teachers and most of the positions are filled, there are indications of shortage of qualified teachers manifested as: (i) deployment of teachers to teach subjects in which they are not trained; (ii) high proportion of unqualified teachers (on average only 40 percent of teachers are qualified); (iii) under representation of males.
- A number of factors were found to be important in attracting and retaining qualified teachers into teaching and motivating them to stay. These include:
 - Being a trained teacher improves retention in the teaching profession.
 - Requirements for initial entry into teaching. Historically, entry requirements into teaching did not include a professional qualification and this partly contributed to the high proportion of untrained teachers.
 - Academic qualifications. Teachers with higher academic qualifications are likely to exit teaching earlier. This may indicate that they have better paid employment opportunities elsewhere or they may lack the professional qualifications to handle the challenging teaching tasks thus leading to frustration and early exit.
 - Extended induction and support to beginning teachers improves retention by enhancing teacher effectiveness and job satisfaction.
 - Opportunities for professional development for serving teachers.
 - Opportunities for career advancement.

Although teacher salaries are lower relative to other professionals, increase in salary alone has no clear relationship to improvement in the proportion of qualified teachers.

Several challenges were noted in the above factors. These include:

- Teachers' pay is based on qualifications and years of experience and there are no rewards for better performance or taking on additional responsibilities.
- In-service teacher development opportunities, including induction of new teachers, remain inadequate. The timeframe for induction is too short, there is no clear framework to guide professional development, and teachers indicate dissatisfaction with professional development opportunities.

- Lack of professional standards for teachers to support career advancement and professional development. The majority of teachers (97%) considered setting minimum standards as urgent. This suggests that setting clear standards for the profession will go a long way in improving the professional standing of teachers.
- The current teacher appraisal system is de-linked from career advancement or professional development. Teachers also expressed concern about inadequate sharing of appraisal information.
- There is no formalized job differentiation for a classroom teacher and career advancement means exit from the classroom to take up leadership positions.
- Given the already high education budget and of that the proportion going to teacher salaries leaves less flexibility for further increases in the sector budget, any planned teacher reforms should take into consideration budget constraints. However, reforms to improve career and professional development opportunities for teachers are likely to result in savings in teacher costs that could be achieved through increased teacher motivation and productivity. These savings would likely offset increased costs due to higher average teacher qualifications, teacher training costs, low learning achievement by students, etc.

A review of literature on establishing career ladders points to some potentially useful lessons:

- Four types of career ladders were identified: (i) performance based ladders; (ii) job enlargement ladders; (iii) professional development ladders; or (iv) a combination of these three. The fourth is the most common and could be applicable to the OECS as it combines all the strong points of the other three and addresses their weaker aspects. Career ladders offer intrinsic and extrinsic benefits for teachers and benefit the education system through improved student performance.
- In developing career ladders, it is important to take into consideration the following key areas: (i) need for flexible entry levels and professional development; (ii) clarity in definition of teacher roles and standards; (iii) the need to consider funding and cost implications during the planning stage; (iv) need for involvement and support by teachers and their unions; (v) clarity and transparency in teacher evaluation criteria; (vi) need for information, education and communication to provide prompt information about the policy and procedures; (vii) need to build in an evaluation of the career ladder implementation; (viii) need for a clear implementation plan; and (ix) linkage to professional development.

Based on the combined findings of the field survey and literature review, the study puts forward a set of recommendations for: (a) attracting qualified personnel into teaching; (b) teacher training and development; and (c) retaining effective teachers.

Recommendations for attracting qualified personnel in teaching

- Review teacher salary structure and incentives to include differentiation that would reward performance and increased level of responsibility.
- Develop strategies to increase the number of qualified applicants to subjects where there is demonstrated need. It may be necessary to put in place innovative approaches including incentives to facilitate teacher recruitment in subjects where there is a demonstrated need. Other options could include subject specific pedagogical courses or scholarships tied to specific subject areas where there is demonstrated shortage.
- Develop strategies to encourage males in secondary schools to join teaching in order to enhance gender balance.

Recommendations and promising approaches for teacher training and development

- Short term measures to reduce the proportion of untrained teachers who are already teaching could include alternative pathways that would enable these teachers to be trained while teaching. Such measures could help to alleviate shortages of qualified teachers in specific subjects of shortage or locations. *Teachers would have to be assessed and admitted into training (either in-school or distance).*
- Consider a policy for mandatory pre-service teacher training before recruitment into service as a long term and sustainable measure of reducing the proportion of unqualified teachers. Entrenching the *pre-service* model is likely to attract younger and better academically prepared applicants.
- The following are promising teacher training aspects:
 - Include practical teaching experience spread throughout the entire training program. This would help to create a better link between course work and the teaching environment.
 - Teacher training should focus on the following competencies that have been proved to make a difference in the quality and effectiveness of teaching: (i) sound subject knowledge; (ii) communication skills; (iii) classroom management skills; (iv) ability to relate to individual students; (v) self management skills; (vi) organizational skills; (vi) problem solving skills; (vii) teaching methods; (viii) teamwork skills. Such competencies should also be defined as part of the teacher professional standards.
 - Teacher training should focus on measurable outcomes rather than inputs, curricula and processes. This would require clear articulation of outcomes

of teacher training institutions – what a teacher should know and be able to do on completion of training.

- Design teacher development as a continuum. Given the changing needs of the education system, OECS should move to put in place a professional development program that provides opportunities for teachers to continue updating their skills. Professional development involving experienced teachers in design and delivery of courses at the school (or cluster of schools) level has been found to be very valuable in many countries.
- Provide incentives for lifelong learning within the teaching profession. This could be in form of release time and /or financial support for professional development. Additional incentives could link professional development to teacher appraisal and career advancement.
- Strengthen and formalize induction. An extended period of induction, spanning at least one year, during which a new teacher receives systematic support should be put in place. Mentor teachers could be appointed formally and provided with sufficient resources, including release time from their classrooms and be rewarded accordingly.
- Establish a common teacher accreditation system for the OECS. This would ensure that teacher training institutions in different OECS meet agreed standards. Such accreditation standards should focus on the teacher education outcomes (measurable objectives like knowledge, skills, and competencies) rather than inputs and processes. This would involve OECS agreeing on common standards for teacher education graduates and recognition of qualifications throughout the OECS.
- Broaden the range of professional development opportunities. This could include peer review and action research, mutual school visits, and teacher and school networks. The latter strategy provides an opportunity to create a more coherent framework for professional development through teachers' learning communities.

Recommendations for Retaining Effective Teachers

- Introduce career ladders based on professional standards. A review of literature and indeed experience in several countries indicates that effective teachers can be retained in classrooms by introduction of a career ladder to provide opportunities for growth based on professional development and performance among others.

- Establish generic professional standards for teachers in the OECS. To be effective, the career ladders should be accompanied by professional standards to clarify expectations of what teacher development should aim to achieve at various levels of the career ladder and what teachers are expected to know and be able to do at each level. Standards should be agreed following extensive consultation with and involvement of teachers, teachers' unions and teacher educators. These proposed generic standards and career ladder framework defines the characteristics of teachers at various career stages, and covers three broad categories: Qualified Teacher; Lead Teacher; and Master Teacher. There could be multiple variations within particular school systems and jurisdictions but the underlying career structure would be common across the profession in the OECS.
- At Qualified Teacher level, a teacher demonstrates knowledge of the skills and abilities for effective specific subject instruction.
- At Lead teacher level, teachers effectively integrate the knowledge, skills and abilities needed for effective specific subject instruction
- At -Master level, teachers use their knowledge, skills and abilities to innovate and enhance teaching in classrooms and in their schools. They also support their colleagues
- Once the standards are agreed, the teacher appraisal would have to be reviewed in line with the professional standards and linked to the career ladder once it is put in place. This would help to link teacher appraisal with professional development and career advancement, and thus teachers will view it as a meaningful process for advancing their career.

CHAPTER 1

Introduction and Background

1.0 Introduction

“Teachers have the strongest influence on learning and on a wide variety of other factors within schools (UNESCO 2006)”.

Education systems in OECS are striving to become more responsive to the changing economic climate by providing their citizens with an education that prepares them to participate in the global economy, the CARICOM single market in particular. This objective is being threatened by poor student learning outcomes from the education and training systems. Given the urgency of addressing this problem and in light of the overwhelming evidence suggesting that teachers are a critical determinant of learning outcomes (Rivkin et al. 2001; Rockoff, 2004; Hanushek, 2004), attention is increasingly turning to the issue of teacher quality.

The consensus among key stakeholders is that resolving the questions of teacher quality, motivation and retention is the key to improving the quality of education. The issue of teacher quality (both subject matter and pedagogy) is even becoming more critical as student characteristics become more diverse. This is particularly so with universal primary and secondary education since education is no longer restricted to only the academically able. Another factor is the increasing need to incorporate ICT into teaching. Teachers’ preparation must therefore be in tandem with changing needs of the times, and their conditions of work must reflect the challenging roles they are expected to play in schools. In recognition of the critical role of teachers in schools, various recommendations and policy options are being explored on how to better motivate teachers so that they can effectively carry out the tasks expected of them. Establishment of a clear harmonized career path for public school teachers has been suggested by several stakeholders as critical to improving teacher quality. Consistent with this line of thinking, the option of developing a teachers’ career ladder in the OECS has gained popularity in recent years.

Background

1.1 Earlier Work on Teachers and Harmonization Efforts in the OECS

During the last decade, the Education Reform Unit (OERU), working with the Ministries of Education in the OECS, conducted several studies and published findings that shaped the views about education reforms in the region. Ministries of education officials together with teacher education institutions, teacher representatives and teachers’ unions, developed a Teacher Appraisal Scheme (2003) and Teachers Code of Conduct (2005) as initial steps towards harmonization of teacher policies across the OECS.

The CARICOM Secretariat retains a keen interest in the quality of education in the region. It mandated the establishment of a Caribbean Community Council for Teaching and Teacher Education that is expected to set and monitor standards of teaching and teacher education in the region. The establishment of national teaching councils is in progress. A career ladder for teachers in the OECS will be a major addition to regional education harmonization efforts. A critical part of this effort is the development of a framework, including generic standards and principles that would facilitate its application across the OECS.

The 2001 study recommended expanded opportunities for career enhancement. In March 2007, Chief Education officers from OECS Ministries of Education at a meeting in St. Vincent and the Grenadines requested that a clear harmonized career structure for public school teachers be initiated in the OECS. This goal has been expressed in regional plans and consultations, as well as by international and bilateral agencies assisting the reform efforts.

The structure of the teaching profession in OECS is often described as “horizontal” because of the absence of much room for upward mobility for classroom teachers. About 3 – 4 levels/grades exist in most OECS, but with no clear and standard criteria for progression from one level to the next. These levels and criteria also differ from one country to the other, making mobility within the OECS difficult. This reality has served as a disincentive to professional development initiatives by individual teachers. In the absence of efficient and transparent quality control mechanisms, a perception exists that teaching is not a serious profession compared to other professions. Awareness of this perspective underlies some of the efforts by the OECS to “professionalize” teaching in order to boost its status. OECS policy makers are keen to establish stability and progression in the teaching force in order to enhance the quality of education.

The goal of the career ladder for teachers in the OECS would be to attract and retain qualified personnel into teaching. When fully developed, the teacher career ladder would establish differentiated remuneration and career progression that would allow an individual teacher to remain in the classroom, be rewarded for performance and advance professionally.

In addition, a career ladder in teaching would address issues related to maintenance of high standards of teaching performance, and the culture of professionalism in schools. Although there are several tracks within the teaching service (classroom teaching, teacher education, administration and leadership, Para-professional) that would permit teacher mobility, this paper focuses on a career for classroom teachers.

This study provides a framework to support the development and implementation of a comprehensive career structure for teachers. This would assist OECS education systems to deliver on their goal of providing equitable and quality education to students in order to meet the challenges of the changing economy.

1.2 Objectives

The objective of this report is the development of a framework that outlines broad guidelines of a Career structure for Teachers within the OECS education system that will:

- (a) Establish common criteria for recruitment of teachers into specific grades within the teaching profession;
- (b) Recommend actions and conditions likely to attract and enhance retention of well-qualified people into the teaching profession;
- (c) Recommend strategies for the continuous professional development of teachers;
- (d) Recommend actions to facilitate movement of teachers within the OECS.

1.3 Methodology

The study utilized both questionnaire survey and interview schedules that were administered to teachers, head teachers and officials in ministries of education to collect information on country-specific actions and policies relating to recruitment, training, and retention of teachers. The primary questionnaire elicited data on teacher characteristics and expectations. Part one of the instrument focused on basic demographic data about teachers. Part two focused on teachers' views on school management and leadership and on the distribution of responsibilities within schools as well as teachers' professional activities, salaries, social standing and career and development prospects. The second instrument was used to collect data on school factors from school heads. The third instrument was used to collect data from Ministry of Education officials on areas that influence the teaching profession¹. The data was compared and descriptively analyzed with the objective of providing a detailed picture of the situation of teachers in the OECS. This was complemented with extensive literature review of experiences in other parts of the world.

The report is organized in four chapters: Chapter 1 presents the background information including availability of qualified teachers in the OECS, chapter 2 presents a framework and discussion explaining teacher shortage, including the need for a clear career structure and teacher professional standards. Chapter 3 presents experiences of teacher career ladders in several countries and draws lessons for the OECS. Finally chapter 4 presents recommendations, including proposals for teacher professional standards and career ladder framework.

1.4 Why the focus on Teachers in the OECS

Economic transformation in the Eastern Caribbean has increased demand for specialized skills in the region. This has compelled the OECS education systems to become more responsive to the changing labor market demands. OECS need to provide their citizens with an education that prepares them to participate in the global economy, the CARICOM single market in particular. In addition, student achievement trends in the OECS suggest that something needs to change.

¹ Consultants were engaged from OECS to gather and analyze data.

Spending on primary and secondary education has increased while student achievement is stagnating and even losing ground in some countries. The consensus among key stakeholders indicates that teachers matter most among the key education issues to be addressed.

Clearly, the success of education interventions in the OECS, in particular those related to the quality of education, will depend on availability of qualified teachers. One of the major challenges in the OECS is to improve student outcomes, which requires improved teacher commitment. The critical issue of teacher quality and retention must be addressed in order to improve the efficiency of investment in education. A lot of previous research (Hanushek and colleagues, 2004, Darlington Hammond (2000) confirmed that teacher quality matters most in improving student achievement.

1.5 The teaching force in the OECS

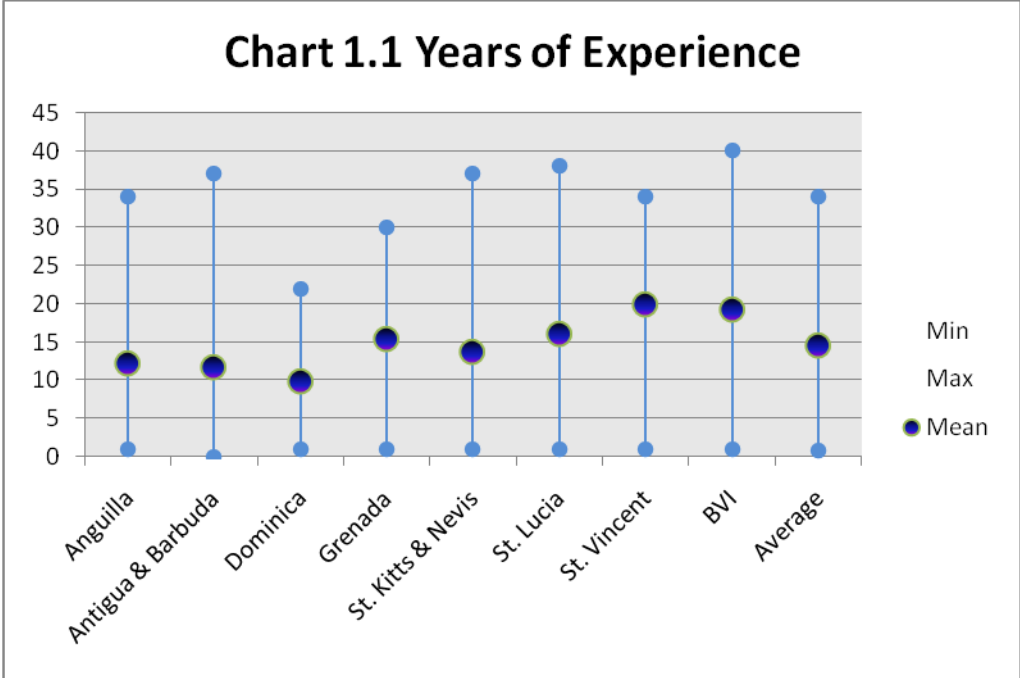
There are about 7000 teachers employed in the OECS, with almost equal numbers in primary and secondary schools (Table 1.1). The exception is St. Vincent, where the number of teachers employed in secondary schools is almost half of those in primary schools.

Table 1.1 The teaching force in the OECS

<i>Country</i>	<i>Number of primary teachers</i>	<i>Number of secondary teachers</i>	<i>Total Number primary & secondary teachers</i>
Anguilla	90	99	189
St. Kitts & Nevis	321	394	715
Antigua & Barbuda	446	549	955
Grenada	685	664	1349
St. Vincent	1016	548	1564
St. Lucia	922	924	1846
<i>Average</i>			<i>1103</i>
<i>Total N</i>			<i>6618</i>

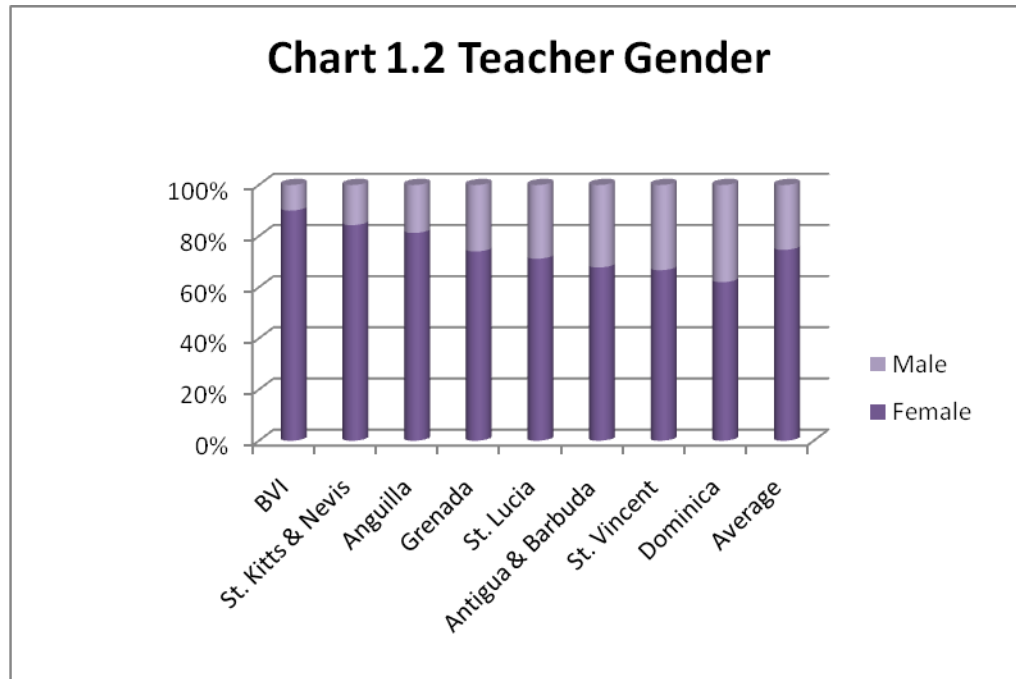
About 34 percent of the teachers in the OECS fall in the 31-40 age range, while 30 percent are 40 years and older. Anguilla has the youngest teaching force, with 42 percent of the teachers falling between ages 23-30. In contrast, St. Vincent has the oldest teaching force, with 59 percent of the teachers being 40 years or older.

The average teacher in the OCES has 14 years of teaching experience. There is considerable variation between countries, with the average teacher in St. Vincent having 20 years of experience and Dominica with 10 years (Chart 1.1).



Gender aspects

Males are grossly under-represented in the teaching profession in the OECS. Seventy-five percent of the teachers are female and only twenty-five are male (Chart 1.2). The British Virgin Isles has the highest proportion of female teachers (90%), followed by St. Kitts and Anguilla (84% and 81%, respectively). Of the countries surveyed, Dominica and St. Vincent have the most male teachers proportionally (38% and 33%, respectively).



Most literature documents female teachers as being role models for girls. For the OECS countries, the major concern relating to gender may be in regard to the perceived benefits in terms of providing positive role models for boys at risk. In a survey conducted by the Training and Development Agency in the United Kingdom, men indicated male teachers to be fundamental role models in their lives. It should also be noted that across the OECS, enrolment and retention of boys in school, particularly at secondary level, is lower than girls.

1.6 Availability of trained teachers in the OECS

A high proportion of teachers are not trained and shortages are manifested in various ways. On average about 40 percent of all teachers in the OECS are untrained (see Table 1.2). A survey undertaken in 2009 indicates several vacancies and a high proportion of positions are filled by unqualified teachers.

While some countries (Grenada, St. Kitts & Nevis, St. Lucia) indicate that all teaching positions at the primary and secondary level are filled, none of the countries has all teaching positions filled by untrained teachers. For secondary education, the proportion of trained teachers ranges from 35.9 percent for Antigua and Barbuda to 58.3 percent for St. Lucia. There is one teacher training institution in each of the OECS countries.

Table 1.2: Teaching Positions & Qualifications

<i>Country</i>	<i>Total Positions</i>	<i>Positions filled</i>	<i>% filled</i>	<i>Trained teachers employed</i>	<i>Untrained teachers employed</i>	<i>% of teachers untrained</i>
Anguilla – Primary	90	90	100.0%	57	33	36.7%
Anguilla – Secondary	101	99	98.1%	57	42	42.4%
Antigua & Barbuda - Primary**	520	446	85.8%	257	192	42.8%
Antigua & Barbuda - Secondary**	788	549	69.7%	197	209	51.5%
Grenada – Primary	685	685	100.0%	503	182	26.6%
Grenada – Secondary	664	664	100.0%	281	383	57.7%
St. Kitts & Nevis – Primary	321	321	100.0%	224	97	30.2%
St. Kitts & Nevis – Secondary	394	394	100.0%	162	232	58.9%
St. Lucia – Primary	922	922	100.0%	821	101	11.0%
St. Lucia – Secondary	868	924*	106.5%	539	385	41.7%
St. Vincent - Primary**	1033	1016	98.4%	733	114	13.5%
St. Vincent - Secondary**	556	548	98.6%	315	273	46.4%
<i>Average</i>	<i>578.5</i>	<i>521.2727</i>	<i>96.4%</i>	<i>345.5</i>	<i>187.4</i>	<i>40.4%</i>
<i>Total N</i>	<i>6942</i>	<i>5734</i>	<i>N/A</i>	<i>4514</i>	<i>2624</i>	

* St. Lucia either a) has more secondary school teachers than positions, or b) accidentally entered 924.

** Antigua and St. Vincent's reported number of teaching positions filled and their total of unqualified and qualified are not equal.

Percentage of teachers qualified is calculated based on the total number of unqualified and qualified teachers, not reported positions.

A significant number of teachers are deployed to teach subjects in which they are not trained. Deployment of teachers to teach subjects in which they are not trained is another indication of teacher shortage. Several countries reported teacher shortages in particular subjects, including: Sciences (in Antigua and Barbuda, Grenada, Saint Lucia and Saint Vincent), Mathematics (in Antigua and Barbuda, Grenada, Saint Lucia and Saint Vincent), Foreign Languages (in Antigua & Barbuda, Grenada, and Saint Vincent), Health and Family Life (in Saint Lucia), Visual and Performing Arts (in Saint Vincent), Physical Education and Sports (in Anguilla), and Geography (in Antigua & Barbuda).

As indicated in Table 2.2, on average, 21 percent of Mathematics and English teachers report being deployed to teach subjects in which they were not trained. The extent of out-of-field teaching was higher in BVI (41 and 40 percent for Mathematics and English respectively) and Anguilla where the percentages are 31 for Mathematics and 33 for English. The situation is worse for Science, where in some countries the proportion is as high as 100 percent. International research indicates that there is a positive correlation between teachers' knowledge

of their subject matter and their impact in the classroom. This therefore has implications for student performance in these subjects. Teacher quantity and quality are inextricably linked. In response to teacher shortages, teachers with lower qualifications are sometimes hired thus compromising quality of teaching and may lead to teacher frustration and exit. When trained teachers leave, they are in some cases replaced with untrained ones.

Table 2.2: Percentage of teachers outside field of training for Mathematics and English

Country	Mathematics	English	Science
Anguilla	31	33	100
Antigua & Barbuda	11	8	91
Dominica	15	36	30
Grenada	15	12	88
St. Kitts & Nevis	21	19	89
St. Lucia	31	22	88
St. Vincent	4	0	100
BVI	41	40	100
Average	21.125	21.25	85

Teacher retention

An increasing number of teachers are leaving teaching. Of the 4 countries that provided data on teachers leaving the profession, St. Lucia had the largest number of teachers leaving in a single year (133 in 2005 – or about 7% of St. Lucia’s current teaching force). Three of the four countries reported the number of teachers leaving each year from 2005-2009 to have increased. When asked for the reasons teachers were leaving, many ministries cited better pay in the private sector, retirement, and relocation abroad. It was not possible to isolate which of these reasons is the most important. These facts points to the importance of developing an understanding of what factors help attract and retains teachers.

Various factors influence attracting and retaining teachers and this is the subject of the next chapter.

CHAPTER 2

Explaining teacher issues in the OECS

The previous chapter point to the need for actions to attract and retain qualified personnel into teaching. However, it is important to understand the reasons for the shortage of qualified teachers in the OECS in order to design policies to address the problem. As part of this study, a survey was conducted to explore factors that help to attract and retain qualified teachers. Using data from this survey, this chapter tries to explain the likely causes of the shortage of qualified teachers.

2.1 Attracting qualified personnel into the profession in the OECS

2.1.1 Labor market and teacher salaries

In the OECS, teachers' salaries are comparatively low although the situation varies from country to country. Qualified personnel leave to join higher paying jobs. Teachers indicated compensation as number one (with score 49.6 percent) followed by student achievement among the factors that motivate them. Similarly, school principals and Ministry of Education officials rated teacher compensation as the second most important factor in teacher motivation, after student achievement. However, teachers' salaries are comparatively lower than other jobs and this makes teachers leave teaching to join better paying jobs. For example, in St. Vincent the starting salary for teachers is EC\$39,888 compared to EC\$45,180 for other individuals starting out in the civil service, and EC\$55,188 for engineers. This means that, by opting to teach rather than pursue engineering, an individual in St. Vincent essentially takes a 28 percent pay cut. A beginning qualified teacher makes about 8 percent less than other professionals in St. Lucia, the same as other professionals in Anguilla and St. Kitts and Nevis, and more than others professionals in Antigua and Barbuda (4 percent more than other professionals) and Grenada (25 percent more than finance professionals).

An increase in teacher salaries may not be feasible given the already constrained education budget and a high proportion going to teacher salaries, there may not be much room for increase in teacher salaries. Some research suggests that hiring better qualified teachers and paying them well is a more cost effective option for improving student learning than spending on reducing class size by hiring more unqualified teachers. Although lower student –teacher ratios have been widely viewed as an indicator of quality of learning, research on the relationship between class size and student achievement suggests that this may not always be the case (Hanushek, 2002; Nannyonjo, 2005). Besides, with an average of 17 students per teacher, the student to teacher ratio for the OECS remains lower than for many other countries, including some OECD countries. Such small class sizes may also mean lower average teacher salaries, if expenditure is to fit within existing budgets. Similarly, larger class sizes mean more teaching responsibility, but would allow teacher to be paid more, and to possibly attract more qualified applicants into teaching.

Based on results of this study, there appears to be no clear relationship between teacher pay and the proportion of qualified teachers. If that was the case, St. Kitts and Nevis and Antigua and Barbuda would have a higher proportion of qualified teachers than St. Vincent and St. Lucia, where beginning teachers receive comparatively lower salaries than other professions. Therefore, there are likely to be other factors influencing attraction of qualified personnel into teaching other than pay.

One major problem with the current teachers' salaries is that it is based on qualifications and years of experience, and there are no rewards for better performance or taking on additional responsibilities. The current pay formula is that all teachers in the same school system receive the same starting salary. There are pre-set increases in uniform increments as additional years of experience are gained. The quality of a teacher's work in the classroom is rarely recognized, and even less frequently rewarded monetarily - teachers are paid the same amount whether their students improve or not, and across the board pay increases are made as long as a teacher shows up each year. There are no incentives for teachers to work hard to ensure better student achievement. This could make teaching less attractive to those with better opportunities elsewhere, and could partly explain the difficulty in recruitment and retention of teachers for Mathematics, Science, Foreign Language and ICT. It is not surprising that 97 percent of teachers surveyed prefer salary enhancement as recognition and 90 percent prefer responsibility allowance. This highlights the need for a differentiated pay structure that recognizes good performance, and thus putting in place career ladders would be helpful in this regard.

2.1.2 Teacher training

Findings of this study indicate that qualified teachers tend to remain in the profession longer than unqualified teachers. Regression results indicate that being a qualified teacher is positively and significantly associated with the desire to stay in teaching. There seems to be a link between teacher training and preparedness to teach (r -squared = 0.209), confidence in one's abilities (r -squared = 0.171), and overall teacher satisfaction (r -squared = 0.138). Also, teacher training is highly correlated with the teacher's intention to stay in teaching for more than 5 years (see section on retention). The overwhelming support by teachers (both qualified and unqualified) for mandatory pre-service training, confirms the importance of pre-service training for teachers. As indicated in Table 2.1, both qualified and unqualified teachers voice strong support for mandatory pre-service training (94.4 percent and 93.6 percent agreeing or strongly agreeing, respectively).

Table 2.1: Should Pre-service Teacher Training be Mandatory?

<i>Country</i>	<i>N</i>	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>	<i>Total</i>
Anguilla	47	2.1%	6.4%	34.0%	57.5%	100.0%
Antigua & Barbuda	61	0.0%	3.3%	23.0%	73.8%	100.0%
Dominica	50	0.0%	2.0%	2.0%	96.0%	100.0%
Grenada	50	0.0%	6.0%	18.0%	76.0%	100.0%
St. Kitts & Nevis	49	0.0%	14.3%	24.5%	61.2%	100.0%
St. Lucia	52	1.9%	1.9%	30.8%	65.4%	100.0%
St. Vincent	51	0.0%	0.0%	23.5%	76.5%	100.0%
BVI	29	3.5%	6.9%	20.7%	69.0%	100.0%
<i>Average</i>		0.9%	5.1%	22.1%	71.9%	

Principals are equally supportive of the need for mandatory pre-service training, with 68 percent voicing strong support. In addition, all ministries responding to the survey voiced support for mandatory pre-service training. This support provides a platform for moving forward towards mandatory pre-service training. However, despite that support, the lower number of students passing key subjects like Mathematics (only 52 percent scored I –III in 2006 CSEC), English and Science means that there is a small pool of applicants to teacher training institutions for these subjects. This creates a vicious cycle of shortage in these subjects as the system continues to employ teachers who may not be trained to teach in these subjects compromising learning and thus poor learning achievement.

Requirements for initial teacher training and teacher certification directly affect the proportion of qualified teachers. The high proportion of unqualified teachers in the OECS is partly explained by the fact that historically, entry requirements to teaching do not include a professional qualification. On average, 75.5 percent of the teachers in the OECS joined teaching without having been trained as teachers. This is contrary to the widely used practice of raising teacher quality by ensuring that teacher have a teaching qualification before they are allowed to teach. However, this policy is changing with most OECS moving towards a fully trained graduate teaching force.

OECS have different requirements for admission to a teacher qualification program, with most requiring some form of minimum qualification. For example, Anguilla requires 4 CSEC subjects including English A for primary teachers in Anguilla, while St. Kitts and Nevis requires 5 CXC (including Mathematics, English, Science, Social Studies and any other subject) and St. Vincent and the Grenadines requires 6 CSEC subjects including Mathematics and English (Annex 1). Clearly, in countries where they have problems with attracting qualified personnel, it may be difficult to raise entry requirements.

Teachers with higher academic qualifications are likely to exit teaching earlier, as they may have higher opportunities for better paid employment elsewhere. The findings of this study

indicate that teachers with A-level or Bachelors Degree are less likely to stay longer in teaching. It could also mean that they do not necessarily have the professional qualifications to handle the challenging teaching tasks, thus leading to frustration and early exit from teaching. As indicated in Table 2.2, the most common academic qualification for teachers in most OECS is a bachelor's degree (34 percent), followed by O level (29 percent), and associates degree (21 percent), thus pointing to a high proportion of teachers who are likely to exit early from teaching.

Table 2.2: Teacher qualifications

<i>Country</i>	<i>N</i>	<i>O Level</i>	<i>A Level</i>	<i>Associate's</i>	<i>Bachelor's</i>	<i>Graduate</i>	<i>Other</i>
Anguilla	48	22.9%	12.5%	6.3%	56.3%	14.6%	2.0%
Antigua & Barbuda	62	25.8%	16.1%	17.7%	41.9%	12.9%	1.6%
Dominica	50	6.0%	46.0%	10.0%	34.0%	2.0%	0.0%
Grenada	50	52.0%	24.0%	26.0%	8.0%	6.0%	0.0%
St. Kitts & Nevis	51	60.8%	23.5%	35.3%	21.6%	3.9%	0.0%
St. Lucia	52	34.6%	19.2%	38.5%	42.3%	11.5%	0.0%
St. Vincent*	51	31.4%	17.6%	7.8%	35.3%	7.8%	39.2%
BVI	30	0.0%	0.0%	26.7%	33.3%	30.0%	0.0%
<i>Average</i>	49.25	29.2%	19.9%	21.0%	34.1%	11.1%	0.1%
Total N	394						

* Note: respondents often marked more than one type of degree. Hence, the total is greater than N.

** Note: 19 of 20 of individuals who market "other" attended "Teacher's Training College".

2.2 Retaining effective teachers

Good opportunities for career advancement, professional development, being a trained teacher, effective induction and not being subject to violent and disruptive student behavior are all positively and significantly associated with teacher retention.

2.2.1 *Teacher induction² and support*

The lack of or inadequacy of induction or support to beginning teachers partly explains early exit from teaching. This study found induction to be positively associated with teacher retention. However, there is generally no systematic induction of new teachers, and where it is provided a high proportion of teachers expressed dissatisfaction with the program. Overall satisfaction with induction among teachers is mixed, with an average of 57 percent of teachers indicating satisfaction and 43 percent indicating dissatisfaction with the induction they received (see Table 2.4). However, this varies significant across countries. While there is a wide variety of induction courses, as indicated in Table 2.3, the induction period is too short, lasting from one

² Teacher induction refers to everything that takes place between the moment the teacher is hired through their entry into the classroom and sometimes includes assistance given during their first year of teaching.

week (sometimes less) to as long as four months in Anguilla. This is rather short to equip teachers.

In an international review of perceived problems of beginning teachers, Veenmann (1984) found that teachers across education systems faced similar challenges, including; motivating students to learn; classroom management, assessing student work and communicating with parents. OECD countries and many Latin American countries pay particular attention to induction programs for new teachers to help them to have a smooth transition into the profession. In some countries like Colombia, there are incentives for universities to provide support to graduating teachers. For OECS where many teachers are unqualified, induction and professional support to beginning teachers even becomes more critical to retaining teachers.

Table 2.3: Ministry Induction Data

<i>Country</i>	<i>Are all teachers inducted?</i>	<i>What is the duration of induction?</i>	<i>What are the key aspects?</i>	<i>What are your views on induction?</i>
Anguilla	Yes	4 months	Lesson Planning, Classroom Management, Assessment, The Teaching of Reading, Literacy and Numeracy Strategies.	Induction should be completed prior to entering the classroom
Antigua & Barbuda	Yes	One week, sometimes shorter	Orientation to the world of teaching: Classroom management/Lesson plans/ Knowledge of Civil Service Regulations.	I wish all teachers could be teacher trained before entering the classroom
Grenada	No	10 days (about 40 hrs.)	Introduction: (1) Modes of Instruction (2) Lesson Planning (3) Classroom Management (4) Assessment (4) Teacher Professionalism.	What is currently done is very beneficial but should be expanded for wider coverage.
St. Kitts & Nevis	Yes	2 weeks	Classroom Management, Teacher Professionalism, Work Preparation	It exposes new teachers to real challenges in teaching.
St. Lucia	<i>missing</i>	<i>missing</i>	<i>Missing</i>	<i>Missing</i>
St. Vincent	Yes	<i>missing</i>	Short induction period before the opening of each academic year	Absolutely necessary. It gives new recruits a cameo view of what some of the challenges which may have to be surmounted.

Teachers in Antigua and Barbuda are less satisfied with induction with about 66 percent of the teachers expressing dissatisfaction, and those in Dominica are more satisfied with over 90

percent agreeing that induction is adequate³. Clearly, the induction period in the OECS (the longest being four months in Anguilla) is rather short compared to other countries where induction lasts between one and two years. Indeed, realizing the importance of induction to teacher performance, some countries, particularly OECD, are moving towards sustained induction for the first two years in the teaching career.

Table 2.4: Adequacy of Induction

My induction to teaching was adequate

<i>Country</i>	<i>N</i>	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>	<i>Total</i>
Anguilla	47	8.5%	27.7%	51.1%	12.8%	100.0%
Antigua & Barbuda	61	24.6%	42.6%	31.2%	1.6%	100.0%
Dominica	50	0.0%	8.0%	52.0%	40.0%	100.0%
Grenada	50	8.2%	36.7%	30.6%	24.5%	100.0%
St. Kitts & Nevis	49	8.0%	26.0%	46.0%	20.0%	100.0%
St. Lucia	52	9.8%	45.1%	35.3%	9.8%	100.0%
St. Vincent	51	17.7%	39.2%	37.3%	5.9%	100.0%
BVI	29	6.9%	31.0%	44.8%	17.2%	100.0%
<i>Average</i>		10.5%	32.0%	41.0%	16.5%	
<i>Total N</i>	388					

2.2.3 Opportunities for professional development

There are inadequate opportunities for professional development, yet this study found opportunities for professional development to have a positive and significant influence on teachers staying longer in teaching. Although most OECS offer some form of ongoing professional development, an average of 17% of teachers disagreed with the statement that “there are opportunities for training and professional development”. Even when opportunities for professional development are available, a large proportion of teachers (average about 48 percent) are not satisfied with what currently exists (see Table 2.5). This is especially the case in Dominica and Antigua and Barbuda, where more than 70% are dissatisfied. A review of teacher policies in the OECS indicates that in-service opportunities remain fragmented, and there is also absence of a clear framework to guide professional development. In most cases professional teacher development is associated with further education and post graduate degrees that do not necessarily lead to improved teaching practices, and teachers indicate dissatisfaction with professional development opportunities. This highlights the need for improved opportunities for professional growth, as well as better communication of those opportunities to teachers. It was also established that there is no framework or incentives to guide professional development

³ Dominica did not indicate how long induction lasts.

Table 2.5: Opportunities for Professional development*I am satisfied with opportunities for professional development*

<i>Country</i>	<i>N</i>	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>	<i>Total</i>
Anguilla	47	6.4%	23.4%	42.6%	27.7%	100.0%
Antigua & Barbuda	60	21.7%	48.3%	23.3%	6.7%	100.0%
Dominica	49	4.1%	75.5%	6.1%	14.3%	100.0%
Grenada	50	12.0%	20.0%	58.0%	10.0%	100.0%
St. Kitts & Nevis	50	10.0%	34.0%	42.0%	14.0%	100.0%
St. Lucia	51	11.8%	35.3%	43.1%	9.8%	100.0%
St. Vincent	51	7.8%	31.4%	37.3%	23.5%	100.0%
BVI	29	10.3%	31.0%	55.2%	3.5%	100.0%
<i>Average</i>		10.5%	37.4%	38.4%	13.7%	
<i>Total N</i>	387					

2.2.4 Opportunities for Career advancement

There are limited opportunities for career advancement, yet such opportunities were found to have a strong and positive association with teacher's intention to stay in teaching. As indicated in Table 2.6, opportunities for career advancement vary greatly within OECS surveyed. While on average 63.8 percent of the teachers surveyed agree or strongly agree that teaching provides them with good opportunities for career advancement, over a third of teachers disagree with this statement. Close to 50 percent in Antigua and Barbuda, Dominica, and BVI indicating that they disagree or strongly disagree. Indeed, it was established that few or no opportunities for advancement are provided unless the teacher leaves the classroom to join administration. This leads to frustration and results in some skilled teachers leaving classrooms to take on managerial positions such as school principal, or deputy principal. A career ladder that provides opportunities for teachers to grow professionally and be rewarded for performance would help to retain qualified teachers in classrooms. Both teachers (100 percent) and school principals (58 percent) surveyed agree on certain roles expected of experienced teachers. This will help to pave the way for formalized career ladders that provide differentiation of roles. While there is differentiation of roles and responsibilities based on experience, this is neither systematic nor formalized.

Table 2.6: Opportunities for Career Advancement (percentage)*Teaching provides me with good opportunities for career advancement*

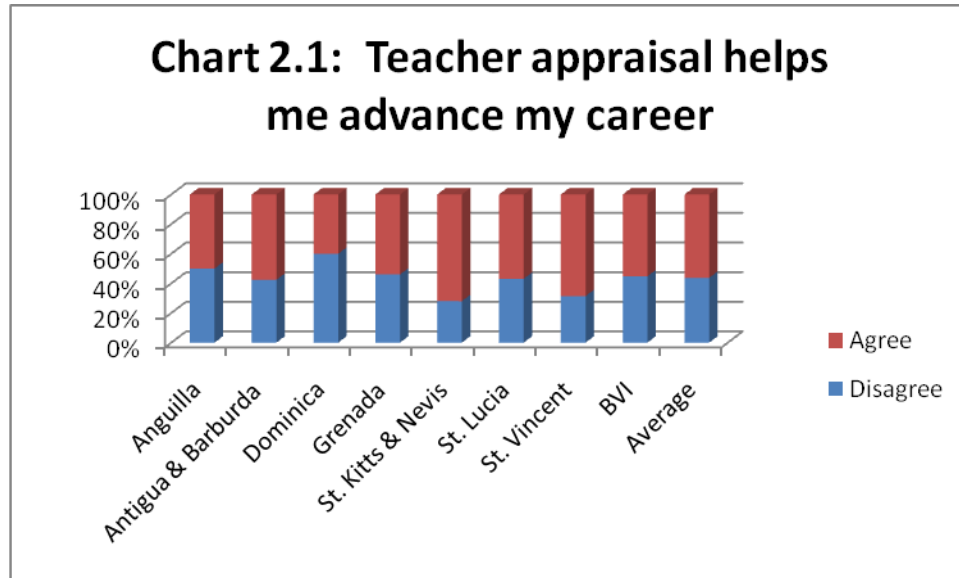
<i>Country</i>	<i>N</i>	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>	<i>Total</i>
Anguilla	48	2.1%	29.2%	39.6%	29.2%	100.0%
Antigua & Barbuda	61	24.6%	26.2%	34.4%	14.8%	100.0%
Dominica	50	4.0%	42.0%	40.0%	14.0%	100.0%
Grenada	50	0.0%	18.0%	50.0%	32.0%	100.0%
St. Kitts & Nevis	51	5.9%	21.6%	37.3%	35.3%	100.0%
St. Lucia	51	11.8%	25.5%	39.2%	23.5%	100.0%
St. Vincent	51	7.8%	25.5%	41.2%	25.5%	100.0%
BVI	29	13.8%	31.0%	48.3%	6.9%	100.0%
<i>Average</i>		8.7%	27.4%	41.2%	22.6%	

2.3.3 Teacher appraisal, accountability and incentives

The teacher appraisal system has several challenges, including not being linked to professional development and incentives. A major problem is lack of professional standards for teachers. Evaluation of teacher performance should provide a basis for professional development and career advancement, and therefore can motivate teachers to remain in teaching. All OECS in the survey report a variety of criteria for evaluation (mostly use the generic OECS guidelines for teacher appraisal) and promotion, including: professional training, experience, and qualifications (see Table 2.7). Four countries (Antigua and Barbuda, Grenada, St. Kitts and Nevis, and St. Lucia) use qualifications and training as the basis for promotion. Anguilla uses qualifications and results of appraisal, while St. Vincent and the Grenadines uses qualifications, experience and performance. It is not surprising that only over half (55 percent) of teachers surveyed agree that teacher appraisal helps them to advance their career (see Chart 2.1), and 50 percent agree that professional standards, the foundation of effective teacher appraisal and evaluation, are known to all.

Table 2.7: Criteria for Promotion

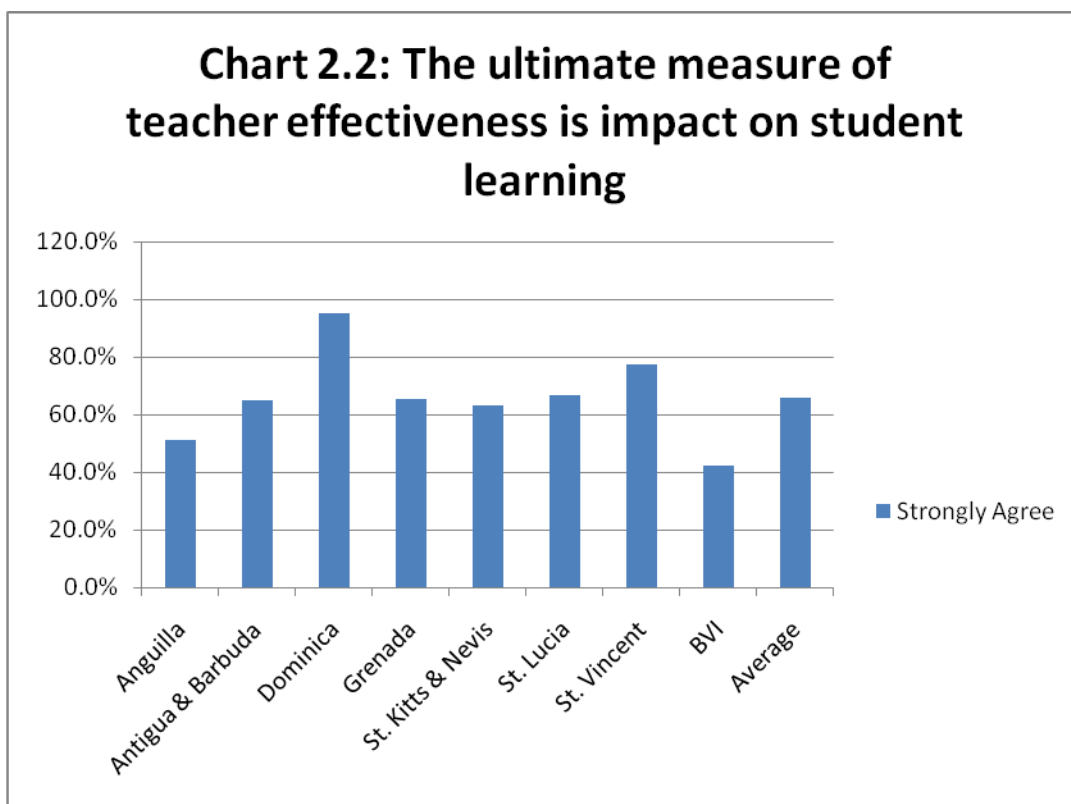
Country	What are the criteria for promotion from one level to the next?
Anguilla	The relevant professional qualifications and results of appraisal
Antigua & Barbuda	Teacher training, paper qualifications
Grenada	Academic qualifications and professional training
St. Kitts & Nevis	Teacher training and academic qualifications
St. Lucia	Academic and professional qualifications
St. Vincent	Qualifications, experience and performance



Part of the problem lies in lack of knowledge regarding professional standards, which presents a challenge to accurate appraisal and evaluation of teacher performance. If teachers are not aware of standards, it is unrealistic to expect them to perform in accordance with them. But more important, they would not perceive the system as providing opportunities for career advancement and this might cause them to leave. This may also lead to negative perception of teaching. Both teachers and principals agree that developing minimum standards should be part of professionalizing the teaching service in the OECS (Table 2.8). Indeed, this study did not come across professional standards for the teaching profession, except for the Teacher Code of Conduct.

<i>Country</i>	<i>N</i>	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>	<i>Total</i>
Anguilla	44	0.0%	2.3%	45.5%	52.3%	100.0%
Antigua & Barbuda	60	3.3%	1.7%	56.7%	38.3%	100.0%
Dominica	50	0.0%	0.0%	2.0%	98.0%	100.0%
Grenada	50	2.0%	4.0%	46.0%	48.0%	100.0%
St. Kitts & Nevis	50	0.0%	0.0%	66.0%	34.0%	100.0%
St. Lucia	52	0.0%	3.9%	42.3%	53.9%	100.0%
St. Vincent	50	0.0%	2.0%	54.0%	44.0%	100.0%
BVI	27	0.0%	3.7%	48.2%	48.2%	100.0%
<i>Average</i>		0.7%	2.2%	45.1%	52.1%	
<i>Total N</i>	383					

Teachers and principals are in agreement on important aspects of teacher appraisal, including: instructional process, classroom management, student assessment, interpersonal relationships, lesson planning and student achievement. Both teachers and principals view interpersonal relationships as the least important aspect of teacher appraisal, and classroom management as the most important. When asked to respond to the statement that “the ultimate measure of teacher effectiveness is impact on student learning”, 93.1% of teachers (Chart 2.2) agreed and many teachers voiced strong agreement. While some educators are concerned that this may be unfair in holding teachers accountable for factors outside the classroom, others argue that if the measure of growth is student progress over time, then this should be an important measure of performance.



However, based on teacher’s feedback, it appears that there is significant room for improvement in the implementation of teacher appraisal processes in the OECS. Key areas highlighted by a recent study in St. Kitts and Nevis include: the need to share the appraisal instrument with teachers; need to use appraisal information/results to support teacher professional development; and the need to have a direct link between teacher appraisal and

professional development in order for the appraisal process to be more effective in enhancing teacher professional growth.

Experience indicates that for teacher appraisal to lead to improvement in teacher effectiveness, morale and retention, it should be linked to performance and reward. Chile is an example of a country that has successfully established a teacher evaluation system that is linked to pay and promotion, with a purpose of improving pedagogical practice and promoting continuous professional development. Agreeing such a system requires agreement between the Ministry of Education, local authorities and teachers' unions.

2.2.4 *Student discipline.*

Student discipline is a significant variable affecting intention to stay in teaching. A 2006 study of violence and discipline problems across the OECS that concluded that discipline problems are frequent and severe in the school environment, with majority of students, teachers and principals witnessing indiscipline, conflict and violence at least weekly, and this affects recruitment and retention of teachers. It seems intuitive that higher work satisfaction and less violent schools would incentivize teachers to continue teaching.

Overall, being satisfied with work, having good opportunities for career advancement, being a trained teacher, teaching in primary school and not being subject to violent and disruptive student behavior are all positively and significantly associated with teacher's wanting to remain in the profession for more than 5 years (see Table 2.9). Of all factors examined, teacher training has the largest influence and is the most significantly correlated with staying in teaching, highlighting the important role that training plays in developing lifelong teachers. On the other hand, having an A-level, bachelor's degree, and master's degree is negatively and significantly associated with a teacher's desire to stay in teaching for more than 5 years. This could be because more highly educated professionals stand to make a higher income and enjoy better opportunities for advancement in other sectors.

Table 2.9. Regression

Dependent variable = *Intention to stay in teaching (indicator variable: less than 5 yrs, more than 5 yrs)*

	Coef	Se
location of school (rural = 1, urban = 2)	0.008	0.047
teaching was my first career choice (yes=1, no=2)	-0.072	0.049
my work is satisfying to me (1=strongly disagree, 2=disagree, 3=agree, 4=strongly agree)	0.085**	0.039
type of school (primary = 1, secondary = 2)	-0.117**	0.050
Induction to teaching is adequate (1=strongly disagree, disagree, 2=disagree, 3=agree, 4=strongly agree)	0.034*	0.023
gender (female = 1, male=2)	-0.076	0.053
marital status (divorced, married, other, single)	-0.013	0.025
education level (0 level)	-0.052	0.053
education level (A level)	-0.104*	0.063
education level (associates degree)	-0.077	0.064
education level (bachelor)	-0.110*	0.064
education level (graduate degree)	-0.127	0.085
How did you get to know about the teaching position? (newspapers)	0.083	0.092
How did you get to know about the teaching position? (radio announcements)	0.079	0.083
How did you get to know about the teaching position? (TV announcement)	-0.097	0.125
How did you get to know about the teaching position? (websites)	0.092	0.194
How did you get to know about the teaching position? (other)	0.136	0.085
violent and disruptive student behavior affects my attitude (1=strongly disagree, disagree, 2=disagree, 3=agree, 4=strongly agree)	-0.061**	0.026
professional standards are known to all (1=strongly disagree, disagree, 2=disagree, 3=agree, 4=strongly agree)	-0.026	0.028
Are teachers rewarded for leadership roles/responsibilities? (yes=1, no=2)	-0.033	0.050
country of employment	-0.001	0.012
training (trained = 1, untrained = 2)	-0.164***	0.058
teaching provides me with good opportunities for career advancement (1=strongly disagree, disagree, 2=disagree, 3=agree, 4=strongly agree)	0.046*	0.026
_cons	2.330***	0.299
note: *** p<.01, ** p<.05, * p<.1		

2.4 Education budget and support for teacher reforms

On average, 16.3 percent of the national recurrent budget is devoted to education, although this ranges from as low as 8.62 percent in Antigua and Barbuda to 19.2 percent in Grenada (see Table 2.12). Within the education budget, an average of 62 percent goes towards teachers' salaries, but this also varies across countries. For example, in Antigua and Barbuda, just 30.8 percent⁴ of the education budget goes to teacher's pay. On the other hand, Grenada spends 75.9 percent of the education budget on teachers' salaries. For the other countries, this ranges between 62-73 percent.

Table 2.12: Budget in EC Dollars

<i>Country</i>	<i>national recurrent budget in EC\$</i>	<i>overall education recurrent budget EC\$</i>	<i>recurrent budget goes to teacher's pay EC\$</i>	<i>% of budget going to education</i>	<i>% of education budget going to teacher pay</i>
Anguilla	\$201,256,339	\$22,227,257	\$15,085,830	11.00%	67.90%
Antigua & Barbuda	\$892,028,501	\$76,932,838	\$23,695,127	8.62%	30.80%**
Grenada	\$420,200,000	\$80,740,000	\$61,304,690	19.21%	75.90%
St. Kitts & Nevis	\$510,719,733	\$51,593,374	\$37,792,007	10.10%	73.20%
St. Lucia	\$1,211,355,609	\$146,793,000	\$98,754,822	12.10%	67.30%
St. Vincent	\$750,904,091	\$122,520,960	\$75,945,044	16.30%	62.00%

** Antigua and Barbuda is clearly an outlier.

Clearly, a larger proportion of the national budget is devoted to education and teachers' salaries typically make up a larger portion of education spending. Grenada, for example, has the highest percent of the national budget devoted to education, as well as having the highest percentage of the education budget devoted to teacher pay. This seems to suggest that when higher levels of funding are directed to education, funding typically goes to teachers' salaries rather than other inputs to education. This may be a result of the low pupil to teacher ratios ranging between 8.6 in BVI to 16.9 in St. Lucia for secondary education.

Teachers' salaries remain comparatively low, despite the high proportion of the education budget devoted to teacher salaries. This could be as a result of the fairly low pupil to teacher ratios (PTRs), particularly at secondary level. Such low PTRs may be as a result of the large number of subjects and small number of students opting for certain subjects. This contributes to raising the unit costs and might constrain provision of other inputs like textbooks.

⁴ This is clearly an outlier and may not be reflecting the correct position.

The high proportion of the national budget devoted to education, and to teacher salaries may also imply that this proportion cannot substantially increase at the expense of other education inputs that are critical for delivery of quality education. Ministries of Education indicate limited flexibility in the education budgets. The OECS would therefore have to explore more cost effective options for implementing reforms to improve teacher quality. As it is for nearly all OECS countries' annual allocations to education and social development are more than to all other departments combined with education receiving the largest allocation. However, reforms to improve career and professional development opportunities for teachers are likely to result in some savings in teacher costs over time achieved through increased teacher productivity.

2.5 An interaction of factors

Economic factors, education system factors and school level factors interact and influence the policies pertaining to the teaching profession, primarily attracting qualified personnel to teaching and retaining effective teachers. Within the broader economic context, budget allocation affects teacher salaries that impacts competitiveness of the teaching profession in the labor market. On the other hand, the level of funding provided helps in implementation of education system policies (like teacher training, professional development and incentives) that are aimed at attracting qualified personnel and motivating them to remain in teaching.

Similarly, actions within the education system, for example teacher appraisal, support to induction of new teachers and professional development help to improve opportunities for career advancement at the school level (classrooms). Induction may also equip teachers to handle student discipline and thus improve retention. Conversely, student discipline and school needs influence actions in the education system, for example professional development that also enhances teacher retention. In addition the lower completion rate for boys at secondary education (in 2006, only 34 percent of males registered for CSEC compared to 65 percent of females) translates into relatively fewer males joining teaching compared to females, and thus fewer male teachers. The same could apply to teachers in specific subjects, where shortage of qualified teachers in specific subjects leads to poor teaching in those subjects, which in turn leads to poor performance and therefore less qualified applicants in those subjects.

Some of the factors that make teaching attractive may also be important in encouraging teachers to stay in teaching. For example, while competitive salaries might attract qualified personnel, the structure of teacher pay may have an influence on retention. Research by Santiago (2004) highlighted salaries and alternative employment opportunities as important influences in attracting qualified personnel to teaching. However, for the OECS, it is clear that increasing teachers' salaries alone would not necessarily attract and retain qualified teachers. This is in part due to an ineffective labour market characterised by high salaries and high unemployment. In addition, teacher performance is rarely rewarded and the structure of teacher pay fails to reward teacher performance, thus pointing to the need for differentiated pay. Failure to attract teachers in certain subjects may be explained by insufficient number of teachers being trained in those subjects or possibilities for better paying jobs in other sectors. The OECS may have to put in

place incentives to attract male teachers and to specific subject areas. However, implementation of such policies requires careful planning and putting in place clear and transparent guidelines.

Teacher training affects availability of teachers both directly and indirectly. The structure of teacher education influences entry of qualified personnel into teaching. On the other hand, unqualified teachers may get frustrated due to lack of professional qualifications to handle the challenging teaching tasks and this may lead to early exit from teaching. Some countries cover tuition in order to encourage teachers to pursue professional development opportunities. Other countries have introduced scholarships for teacher education in order to attract qualified students into the teaching profession. In some for example Chile, the scholarships are in exchange for a teacher working for a specific number of years following qualification. Such scholarships are in some cases tied to specific subject areas (like Mathematics, Science and English where there are teacher shortages).

Governments may introduce specific actions to reduce the proportion of untrained teachers. Uruguay has instituted a program to certify secondary school teachers who do not have a teaching degree, but these have to go through individual evaluation of their academic and professional experience to determine what training modules they need to complete in order to obtain the certificate. While certification is voluntary, there is a time limit for teachers to complete the certification requirements. Taking this course of action however requires adequate resources to be made available for such a program to be successful. Ecuador had to suspend the program for certification of practicing teachers without a degree, partly due to shortage of financial resources.

For success of certification, work in the OECD underscores the importance of well-defined teacher standards of teacher competencies in order to facilitate alignment between teacher education and certification. These standards serve to facilitate evaluations of the requirements for certification and to guide teachers on any additional training that they would need in order for them to be certified. Developing such profiles requires a consultative process among education stakeholders to reach agreement on what teachers should know and be able to do. Successful implementation would require commitment to transform the system.

Discussions in this chapter indicate that being a trained teacher, opportunities for professional development, opportunities for career advancement, teacher evaluation, work satisfaction are all critical for attracting and retaining qualified personnel. However, in the absence of a career framework accompanied by professional teacher standards that define what teachers are expected to know and be able to do, teacher reforms would be difficult if not impossible to implement. Such standards would guide teacher training, certification, professional development and career advancement. In that regard, a career framework is the focus of the next chapter.

2.6 Synopsis of Chapter 2

- The OECS are experiencing difficulties in attracting and retaining qualified teachers to some critical subjects like Mathematics, Science, English, ICT, Visual and Performing Arts. Although several countries indicated no problems in attracting teachers and most of the positions are filled, there are indications of shortage of qualified teachers manifested as: (i) deployment of teachers to teach subjects in which they are not trained; (ii) high proportion of unqualified teachers (on average only 40 percent of teachers are qualified); (iii) under representation of males.
- A number of factors were found to be important in attracting and retaining qualified teachers into teaching and motivating them to stay. These include:
 - Being a trained teacher improves retention in the teaching profession.
 - Requirements for initial entry into teaching. Historically, entry requirements into teaching did not include a professional qualification and this partly contributed to the high proportion of untrained teachers.
 - Academic qualifications. Teachers with higher academic qualifications are likely to exit teaching earlier. This may indicate that they have better paid employment opportunities elsewhere or they may lack the professional qualifications to handle the challenging teaching tasks thus leading to frustration and early exit.
 - Extended induction and support to beginning teachers improves retention by enhancing teacher effectiveness and job satisfaction.
 - Opportunities for professional development for serving teachers.
 - Opportunities for career advancement.

Although teacher salaries are lower relative to other professionals, increase in salary alone has no clear relationship to improvement in the proportion of qualified teachers.

Several challenges were noted in the above factors. These include:

- Teachers' pay is based on qualifications and years of experience and there are no rewards for better performance or taking on additional responsibilities.
- In-service teacher development opportunities, including induction of new teachers, remain inadequate. The timeframe for induction is too short, there is

no clear framework to guide professional development, and teachers indicate dissatisfaction with professional development opportunities.

- Lack of professional standards for teachers to support career advancement and professional development. The majority of teachers (97%) considered setting minimum standards as urgent. This suggests that setting clear standards for the profession will go a long way in improving the professional standing of teachers.
- The current teacher appraisal system is de-linked from career advancement or professional development. Teachers also expressed concern about inadequate sharing of appraisal information.
- There is no formalized job differentiation for a classroom teacher and career advancement means exit from the classroom to take up leadership positions.
- Given the already high education budget and of that the proportion going to teacher salaries leaves less flexibility for further increases in the sector budget, any planned teacher reforms should take into consideration budget constraints. However, reforms to improve career and professional development opportunities for teachers are likely to result in savings in teacher costs that could be achieved through increased teacher motivation and productivity. These savings would likely offset increased costs due to higher average teacher qualifications, teacher training costs, low learning achievement by students, etc.

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Discussions in this chapter demonstrate that attracting and retaining teachers is influenced by pay, professional and career development opportunities. However, policy needs to go beyond these if teacher quality is to sustainably improve. There is need to improve teacher evaluation, and provide job differentiation supported by commensurate reward. Putting these measures in place would be facilitated by professional standards and career ladders, which is the subject of the next chapter.

CHAPTER 3

Teacher Career Ladders

The preceding chapter suggested the importance of career ladders and professional standards in attracting teachers into teaching and retaining them in the profession. These would be the key vehicle for supporting job differentiation, professional development and better teacher compensation, highlighted in the previous chapter as being key factors in retaining qualified teachers in classrooms. This chapter focuses on examining career ladders, other country experiences with implementing career ladders and drawing lessons for the OECS.

The findings in the previous chapter confirm theories of teacher motivation and productivity (i.e. expectancy, equity and job enrichment theories). Expectancy theory views individual teachers as more likely to strive in their work if there is an anticipated reward that they value, such as a bonus or a promotion, than if there is none (Johnson 1986). Equity theory suggests that teachers will become dissatisfied if they are not justly compensated for their efforts and accomplishments, and the job enrichment theory which suggests that teachers are likely to be more productive when their work is varied and challenging (Johnson 1986).

Many capable teachers therefore exit teaching very early in their careers (Frase 1992) or move into administrative positions. This trend has prompted education leaders to search for ways to keep teachers in the profession and motivated. The adoption of career ladders, which allow teachers to take on additional responsibilities, such as mentoring other staff for a higher salary, that enable them to advance in the career while remaining in the teaching role, is one way of meeting the challenge. This addresses the traditional flat career structure of teaching and lack of opportunities to advance professionally. While schools need high quality personnel in administration, having good teachers routinely leaving the classrooms in search of greater challenges creates classroom vacancies that may be filled with untrained teachers

Career Ladders/Paths

Career ladder refers to a hierarchy of jobs in an ascending order of complexity, rewards and responsibilities. Career paths for teachers are conventionally referred to as career ladders presumably because of the emphasis a career ladder places on the different status levels for teachers and the steps teachers can ascend as they progress in the career. In this sense, career ladders and career paths are sometimes used interchangeably in the literature.

The goal of a career ladder for teachers is to attract and retain qualified teachers. It entails more formalized ranks within the teaching profession, provides professional advancement opportunities to teachers, and matches teachers' abilities with ranks and responsibilities in schools. A career ladder provides a continuum where progression requires higher quality performance. It should provide a platform for teachers' development, contribute to helping

teachers to move forward with their career objectives within the profession, enable a streamlined teacher mix and distribution, provides a mechanism for improved rewards, including improved pay and motivation for teachers.

Career ladders for teachers have become an important professional and public policy tool in many countries. Many school systems have adopted plans that provide stages in a teaching career with different duties and different pay at each stage. Career ladders have gained popularity for a number of reasons.

First, they provide an opportunity for teachers to grow professionally and advance within the profession. This is consistent with psychologists' argument that individuals need to have new job challenges periodically in order to retain their vigor in the work place.

Second, many policy makers advocate moving away from the single salary schedule which provides salary increases only on the basis of seniority and additional training and replace it with one that reflects the value of the individual to the organization and the reality of the labor market.

Experience from several countries that have implemented career ladders for teachers provides lessons that can inform policy discussions in countries interested in implementing similar policy. Many educators endorse the idea that teachers should gain responsibility, status, and pay as they acquire more work skills. Schlechty and Vance (1983) proposed that career structure of teaching in public schools should include high-status roles, including training other teachers, to classroom teachers with sufficient performance and commitment.

3.1 Types of Career Ladders

The goal of career ladders is to structure teachers' work to promote teaching effectiveness and to promote professional growth. A review of teacher career ladders found that there are three basic types:

a) ***Performance-based ladders.*** These are used to structure teachers' work and promote teaching effectiveness - teachers progress as they demonstrate increased competence or more complex levels of work. This rewards teachers differentially for perceived differences in their teaching performance. Among its shortcomings include: (i) it depends entirely on the teacher evaluation process, yet it is very difficult to design an evaluation process that is sufficiently reliable and credible to work effectively and this makes it unpopular with teachers; (ii) it fails to utilize teacher expertise to make contributions beyond the classroom teaching; (iii) it discourages teachers from helping their colleagues to become more effective as there is some level of competition; (iv) may encourage concentration on teaching to the test.

b) ***Job-enlargement ladders.*** Teacher progression is tied to performance to the extent that a teacher has to demonstrate teaching proficiency based on set standards. Promotion takes into consideration background, skills and knowledge for a given career ladder. These promote

professional growth - – provides opportunities for teachers to advance in responsibility and compensation while also allowing them to make significant contribution beyond the classroom without having to give up teaching. Outside classroom activities could include curriculum development, supervision, mentoring new teachers or serving as a lead teacher. This creates differentiated roles and responsibilities both inside and outside the classroom, ensuring that accomplished teachers can assume positions and responsibilities where they have much to contribute to their school, community, and profession.

c) ***Professional development ladders.*** Teachers advance based on more knowledge or skills through credit, staff development activities, advanced degrees or certification. As teachers advance on the career ladder, they may be required to provide support/mentoring to less experienced teachers. This puts less pressure on the evaluation process, and it is easier to get agreement about the positive correlation between staff development and teaching performance. This however has limited utility for improving teacher talent in instructional practices. It tends to promote incentives for teachers to acquire more academic qualifications, but at the neglect of their teaching duties.

d) A combination of the above types of ladders can also be used in order to provide a more comprehensive framework. This would incorporate the strong features of all the other three types. For example, a career ladder plan could allow for advancement to higher levels by demonstrating increasingly higher levels of performance (performance based approach) , providing leadership inside and or outside their classrooms as mentors (job-enlargement), coaches, and professional development trainers (professional development). This would optimize the best features of each while avoiding the negatives associated with reliance on a single approach. This option also has an advantage in that it would reward excellent teaching; may be more acceptable to teachers if differential pay is for different responsibilities rather than for different performance of the same responsibilities; provides opportunities for teacher to contribute beyond the classroom without giving up teaching. .

These three basic career ladder types can also be classified according to the career tracks they open up. Classroom teacher focused career ladders aim to establish as fairly enclosed progression system that rewards and retains teachers in the classroom by offering rewards and promotions. This type does not usually preclude transfer to other tracks such as school administration.

Multi-track education career ladders usually cover the education sector as a whole and allow movement and progression within teaching as well as opportunities to transfer to school administrative ranks and related positions within the broader education sector.

A two-track career ladder provides options for movement from classroom teaching to school administration with the latter as the goal of professional progression.

3.2 Advantages of Career Ladders

Career ladders offer intrinsic benefits and provide teachers options within teaching and control over these options. They allow teachers to make their own career decisions, offer recognition and

status for excellent teachers, provides options for diverse work responsibilities without leaving the classroom, and creates opportunities for career advancement and professional growth. In addition, they provide a framework to assist individual teachers in setting their goals for professional growth.

Career ladders offer extrinsic rewards such as higher pay as teachers advance on the career ladder and improved aspects of the work environment such as working conditions, inter personal relations and training. They provide a venue to reward outstanding teachers who in turn provide exemplary models for beginning teachers and a framework to assist individual teachers in goal setting. Career ladders also provide an avenue to improve the image of the profession and thus a means of attracting talented teachers to classrooms and keeping them there.

Education systems that implement career ladders are likely to benefit from use of the full potential of teachers who become encouraged to meet higher levels of performance at each step of the ladder as they progress. If well designed and implemented, career ladders also provide exemplary models for beginning teachers in a more systematic way.

According to Richard M. Brandt (1990) implementation of career ladder plans results in improved teacher evaluation procedures, increased classroom visitations by principals, assistant principals, and peers to perform careful observations. These observations resulted in significant improvement in classroom instruction and increased rating in teacher performance and decreased teacher absenteeism after including attendance criteria in the evaluation system.

Career ladders have in some cases spurred increased student achievement and lower dropout rates, created a shared sense of leadership among teachers and provided teachers an increased sense of self-efficacy (Odden and Kelley, 2002). One of the most comprehensive evaluations of career ladders was for Arizona, and this indicated that schools participating in the career ladder program had higher passing rates after adjusting for school and student characteristics (Dowling J., et al. 2007). Improvements were also noted in curriculum and instruction, teacher skills development and leadership (Parkard and Dereshiwsky, 1990), drop out and graduation rates (Sloat, 1994).

McLaughlin and Talbert found that school-based professional learning communities, arising from differentiated roles in the career ladder, improve teaching and learning by teachers socializing new ones to school norms or practice and professional expectations as they jointly work through what needs to be done to support students.

Challenges of career ladders include:

- a) Career ladders may result in removing excellent teachers from the classroom and turning them into managers. However, this can be avoided through clearly defined job descriptions that focus on instructional activities.
- b) Extra duties arising from implementation of career ladders may spread the teachers too thin as they strive to meet their divergent roles to fulfill career ladder requirements.

- c) If not properly implemented, may result favoritism and cronyism. However, this can be avoided by defining objective and transparent promotion criteria, team composition for selection and use of common evaluation instruments.

3.3 Common Features of Teacher Career Ladders

Effective teacher career ladders have the following key characteristics:

- a) ***They contain career steps.*** Career steps range from few levels such as novice, professional and master, to those with multiple grades and in-grade levels (to increase employee ability to move to higher levels along the ladder). These provide opportunities for placement of teachers based on instructional skills and knowledge, and should be realistic for the baseline skills of employees;
- b) Differentiation of roles. Career ladders have clearly defined competencies required for roles and responsibilities at each level along the career ladder;
- c) ***They include predetermined criteria for placement and advancement to a new level.*** Career ladders usually stipulate specific criteria for placement at each level and advancement from one level to the next including, requirements for certification and training as a precondition for advancement along the career ladder. These criteria should be challenging enough that not all teachers are expected to advance to the highest levels.

The criteria for advancement should discriminate between adequate and exemplary performance and advancement on the ladder is based on more than demonstrating adequate performance.

- d) ***They include benchmarks for progression.*** Career ladders are characterized by specific benchmarks that define progression from one rung to another. A teacher must demonstrate mastery of certain skills and ability to discharge duties and responsibilities that correspond to a given rung or level before promotion is granted.
- e) ***Compensation system based on a completely structured salary schedule*** in which a salary range is established for each career ladder level and a salary is set for each step within the level. Compensation is based on equal pay for equal performance and not on experience and education.

Table 3.1 provides an example of a compensation schedule and teacher responsibilities in a teacher career ladder school system in the United States:

Table 3.1 Sample Teachers’ Career Ladder Compensation Schedule

Career Ladder Target Salary Schedule		Responsibilities
Newly Qualified Teacher	\$ 35,000	Beginning Teacher working under supervision
Threshold Teacher		Classroom teacher implementing a student achievement plan
Step 1	\$45,000	Class room teacher with additional responsibilities
Step 2	\$50,000	
Excellent Teacher		Teachers with mastery –level instructional skills. Participate in higher level instructional responsibilities
Step 1	\$55,000	
Step 2	\$60,000	
Advanced Skills Teacher		Teachers participate in higher level instructional responsibilities : show evidence of quality student-centered activities within their instruction; engage in the development of students’ critical and creative thinking skills; utilize classroom assessments that are above and beyond district requirements
Step 1	\$65,000	
Step 2	\$70,000	

f) **Staff development programs for professional growth.** The career ladder program should include adequate and appropriate levels of staff development activities to assist teachers to meet program requirements and improving performance. Some career ladders stipulate training requirements for advancement to certain steps linked to education priorities and performance expectations.

Traditionally, staff development has meant encouraging teachers to enhance pedagogical skills and knowledge of subject matter through advanced academic study; providing funding for conferences and workshops; and developing other training opportunities, including in-service programs. However, these programs may not be directly linked to a clear career path or implemented in a systematic manner. A number of researchers have called for new forms of professional development. Lieberman (1995) argues for a "radical rethinking" of professional development, that encourages teachers’ growth and provides teachers with opportunities to try out new practices by taking new roles and creating a culture of inquiry.

Darling-Hammond and McLaughlin (1995) suggest that staff development also means "providing occasions for teachers to reflect critically on their practice and to fashion new knowledge and beliefs about content, pedagogy, and learners". Monahan (1996) describes a new concept, Comprehensive Professional Development (CPD) that focuses on strategies for

facilitating teacher growth through professional dialogue with colleagues, collaborative curriculum development, peer supervision, peer coaching, and action research.

g) ***Development and implementation of career ladders should involve*** close collaboration with education institutions with responsibility for training and certification. This would ensure that the training and certification provided is in line with the requirements for advancement of education and certification is provided in a timely manner.

h) ***Administration.*** A mechanism for management of the career ladder should be established. Some plans have steering committees mainly composed of teachers and administrators.

i) ***Information and communication.*** Mechanisms should be put in place to provide information to teachers on career advancement opportunities and education and training requirements. Communication is often an overlooked aspect of the career ladders and in many cases is taken on much later in the process, leading to initial opposition by teachers and teachers' unions.

j) ***Increasingly higher levels of teacher responsibility:*** Responsibilities could include team teaching, committee work, curriculum development, or special in-service projects that directly affect the level of classroom performance. Teachers at higher career ladder levels provide leadership in their schools by mentoring, coaching, and as professional development trainers. Some policy makers advocate that those who have a higher degree of knowledge, skill and competency should be expected to spend some of their time engaged in improvement of practice across schools and classrooms. The amount of discretionary decision-making may increase and there should be recognition of growing competence and contributions, thus the need for clarity as the ladders are developed.

k) ***Evaluation of teacher performance based on objective criteria and procedures.*** Evaluation of teacher performance is an important element of teacher career ladders. The major goals of teacher evaluation are to:

- Provide teachers with information related to expectations tied to their performance;
- Give feedback to teachers on their performance in relation to those expectations;
- Provide a sound basis for the focus of professional development of teachers;
- Provide the education system with data related to the licensing, certification and retention of teachers.

Evaluation should be based on objective criteria, and its purpose and procedures should be clearly stated. Evaluation criteria and procedures should include: (i) both announced and unannounced observations of teacher performance; (ii) ongoing review and refinement of the evaluation instruments and procedures; (iii) increasingly higher levels of instructional skills against which teachers are evaluated for placement on higher career ladder levels; (iv) increasingly higher levels of responsibility; (v) specific criteria and requirements for demonstration of pupils' academic performance. Training is recommended for evaluators to

equip them with skills to recognize behaviors to look for and to properly record the observations in the instruments. Additional training is usually required for evaluators who work with beginning teachers.

3.4 Career Ladder Experiences

Teacher career ladders have an extensive history in some education systems. Britain was one of the pioneers of a career ladder for teachers, albeit a simple optional progression path. In the United States in 1980s, state governments and local school districts adopted incentive plans, including career ladders, designed to recruit, reward, and retain capable teachers. In 1984, the United States Education Department awarded substantial funding to 51 school districts, agencies and institutions for the purpose of developing and implementing teacher pay incentive plans. By 1988, twenty-five states had career ladders or incentive programs with state funding or assistance (Cornett, 1992). Annex 1 indicates some examples of career ladders.

3.5 Key Lessons with Implementation of Teacher Career Ladders

- a) ***Multiple entry points and progressive professional development.*** Teachers learn to teach differently, but just as learning is expected to be differentiated to support student needs, it is important to recognize that adult learning needs are varied as well. A system must therefore be designed, that provides for multiple entry points and multiple pathways as well as a progressive professional development system that allow for horizontal, vertical and diagonal movement (Christensen, McDonnell, and Price 1988). The first level should be the induction level and progression should be after meeting pre determined criteria and evaluation.
- b) ***Clear definition of teachers' roles.*** Need clear definition of roles and responsibilities for the teachers at each stage of the career ladder, roles of school principals, supervisors and other administrators. This is important since teachers could also have an option of assuming some administrative duties
- c) ***Funding and costs implications.*** Salaries should be clearly examined to ensure that the differences in pay at each career ladder are worthwhile for teachers to seek advancement. Clearly, the total expenditure on salaries is higher than under a single salary schedule. In addition, additional costs may be involved in the implementation for example: continued professional development for teachers, logistics and costs of evaluation. It is therefore important to clearly examine the cost implications and make adequate budget provisions in order to facilitate implementation. Many career ladders fail due to lack of funding.
- d) ***Ensure substantive participation by teachers and teachers union.*** It is important to involve teachers and teachers' unions in the entire process (both planning and implementation) in order to gain their support as they may view the changes as giving them additional responsibilities without commensurate benefits. Successful implementation is conditional on the support of these two groups. Findings of collective

research by Susan Moore Johnson and colleagues at Harvard indicate that reformers looking to institute a career ladder program need to be sensitive to teachers' needs and preferences, since teacher buy-in is essential for any reforms to succeed.

- e) **Clear *teacher evaluation criteria*.** The evaluation criteria for teachers to move from one level on the career ladder to another and who undertakes the evaluation should be clear and transparent. It is important to link the criteria to the goals of education. A clear and transparent evaluation would help the system to gain respect from the teachers. Those to be involved in evaluation should be trained in holistic teacher evaluation. The teacher evaluation should also be linked to teacher development program, criteria and standards should be clearly defined to minimize subjectivity.
- f) ***Credible advancement decisions*.** To be credible, advancement decisions should: (i) involve peers, school principals, and any other actors agreed by key stakeholders, including teachers' unions; (ii) use multiple sources of objective, valid and reliable evidence of performance.
- g) ***Information and communication aspects are critical*.** Teachers should be informed clearly, promptly and in detail about the evaluation procedures and related policies. This should also include feedback mechanisms to teachers as to where they were on the career ladder, their strengths and weaknesses etc. Evaluation should be simplified to reduce confusion
- h) ***Evaluation of the career ladder*.** There is need for an inbuilt evaluation mechanism for all aspects of the career ladder, to enable improvement on an ongoing basis. The details of teacher career plans should be communicated as effectively as possible utilizing multiple means of communication, including printed material, electronic messaging, and in-person presentations.
The evaluation should focus on various aspects of implementation, including the impact on teacher morale and effectiveness of the career ladder.
- i) ***Provision for teacher professional development*.** Teacher professional development should be part of the plan, including provision for release time, financing aspects etc. Career ladder plans do not work if they are not responsive to teachers' professional needs (Smylie and Smart, 1990).
- j) ***Implementation plan*.** Successful introduction of career ladders, just like any other incentive plan is complex. All elements of design and implementation need to be well planned for it to be effective. Adequate time and attention should be set aside for the design and planning phase. It is important to develop a clear implementation plan, including development and sharing the transitional plan, informing all stakeholders, enactment of career ladder plan, evaluation plan etc, , that is shared with all stakeholders.

Table 3.7 provides a summary of the key aspects of career ladders in various countries.

Ghana	All	<p>Grade A</p> <p>Diplomate: Senior Teacher and Grade Superintendent</p> <p>University Graduate: Principal Teacher and Grade Superintendent</p>	<p>Evaluation</p> <p>Evaluation</p> <p>Evaluation</p> <p>Evaluation</p>	<p>Classroom Teaching and other specified duties</p> <p>Classroom Teaching and other duties; must be able to conduct independent research</p> <p>Classroom Teaching and other duties:</p>
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Synopsis of chapter 3

Based on findings of the field survey and discussions in chapter 2, this chapter focused on career ladder experiences in other countries, drawing on lessons that would be instructive for the OECS. Four types of career ladders were identified: performance based ladders, job enlargement ladders, professional development ladders or a combination of these three.

Advantages of career ladders include: offering intrinsic and extrinsic benefits for teachers and benefits the education system through improved student performance.

Common features of career ladders include: (i) career steps; (ii) pre-determined criteria for placement and progression; (iii) compensation based on structured salary schedule; (iv) linkage to professional development; (v) involvement of all key actors in its development and implementation; (vi) teacher evaluation based on objective criteria.

This chapter also highlights lessons focusing on the following key areas: (i) need for flexible entry levels and professional development; (ii) clarity in definition of teacher roles and standards; (iii) the need to consider funding and cost implications during the planning stage; (iv) need for involvement and support by teachers and their unions; (v) clarity and transparency in teacher evaluation criteria; (vi) need for information, education and communication to provide prompt information about the policy and procedures; (vii) need to build in an evaluation of the career ladder implementation; (viii) need for a clear implementation plan; and (ix) linkage to professional development.

CHAPTER 4

Recommendations

The recommendations are drawn from a field study and review of literature drawing on good practices from other parts of the world that could provide lessons for the OECS. Recommendations centre on the following key policy issues: attracting qualified personnel into the profession; developing and certifying teachers; and retaining effective teachers.

Overall, there is serious need for concerted efforts to improve the teaching profession in the OECS. To compete favorably in the labor market for qualified personnel, teaching will have to offer enhanced career prospects, better financial rewards and attractive incentives, including professional development opportunities. Educating, developing and rewarding effective teachers and ensuring higher respect for the teaching profession requires professional standards, just like for doctors, engineers, judges etc. such standards are missing in the OECS.

Policy responses to the teacher problems in the OECS need to be comprehensive, and focused on improving competitiveness of teaching in the job market, but also targeted at actions for improvement in motivation and areas of shortage, for example specific subjects and gender. Another level of actions should focus on motivation and retention of qualified personnel in the classroom. Adequate resources need to be made available for such a program to be successful - Ecuador had to suspend the program for certification of practicing teachers without a degree, partly due to shortage of financial resources.

4.1 Recommendations for attracting qualified personnel into teaching

- *Review teacher salary structure and incentives to include differentiation to reward performance and level of responsibility.* This should be done in line with the career ladder if it is put in place. Previous research, for example by Santiago, 2004, indicates that salaries and alternative employment opportunities are important influences on the attractiveness of the teaching profession. Wolter and Denzler (2003) found that the more teachers earn relative to other graduate occupations, the greater the supply of people who wish to become teachers.
- *Develop strategies for increasing the number of qualified applicants to subjects where there is demonstrated need.* It may be necessary to put in place innovative approaches including incentives to facilitate teacher recruitment in subjects where there is a demonstrated need. Other options could include subject specific pedagogical course or scholarships tied to specific subject areas.

- *Encourage more males to join teaching after secondary school.* This could be part of the strategy for attracting qualified applicants.

4.2 Recommendations and promising approaches for teacher training and development

Short term measures to reduce the proportion of unqualified teachers who are already teaching could involve in-school training of teachers, distance learning or full time college training. In-school training has an appeal in that it is less expensive since student teachers function as classroom teachers during their training. In addition, the training may prove more relevant to the school and classroom situations. However, this may be more successful for primary school teachers, but may be weaker in the subject matter knowledge that is demanded of secondary school teachers.

Distance learning could have great potential since it also keeps the teacher on the job while undergoing training. This mode of training requires support and interaction with colleagues and the tutors. This would be facilitated by online connectivity, which is an increasingly important feature of the OECS education system. On the other hand, teachers would have to take leave in order to participate in full time college training activities, and this would be rather expensive as replacement teachers would have to be hired as temporary replacement.

In this case, these teachers would have to go through individual evaluation of their academic and professional experience to determine what training they need to complete in order to obtain certification. While certification would be voluntary, there could be a time limit for teachers to complete the certification requirements.

Experience in other countries and several researchers for example Wilson et al., 2001, Lingard et al., 2002, Ayres et al., 2000, point to the following directions for future teacher education in order to be effective:

- Incorporating practical experience into course work over the entire training program to enable teachers to understand the realities in teaching as it creates a better linkage between course work and the teaching environment. Other critical areas include: (i) covering teachers' professional tasks beyond classroom instruction; (ii) training of teacher mentors to effectively support student teachers; (iii) clear communication between the teacher training institutions and schools about the expectations of the field practice;
- Equipping teachers with the the following competencies have been proven to make a difference in the quality and effectiveness of teaching: (i) sound subject knowledge; (ii) communication skills; (iii) classroom management skills; (iv) ability to relate to

individual students; (v) self management skills; (vi) organizational skills; (vii) problem solving skills; (viii) teaching methods; (ix) teamwork skills. Such competencies should also be defined as part of the teacher profile.

- Focusing teacher training on measurable outcomes rather than inputs, curricula and processes, allows education institutions to decide the best way of pursuing accreditation and encourages innovation in teaching programs, teaching methods, pedagogy etc. There may therefore be merit in clear articulation of outcomes of teacher training institutions.

Consider a policy for mandatory pre-service teacher training before recruitment into service, as a long term measure for enhancing the teaching profession. Entrenching the pre-service model is likely to attract younger and better academically prepared applicants. Coupled with a clear and attractive career structure, this is likely to lead to higher teacher retention rates as well. The structure of teacher education, incentives for teacher training (e.g. leave, scholarships etc.) and the overall system of funding teacher training is an important factor in the decision whether or not to undertake initial teacher education, or to undertake professional development courses if already a teacher. In some countries like Germany, France and Israel, government covers tuition in order to encourage teachers to pursue professional development opportunities. Several countries in Latin America have introduced scholarships for teacher education in order to attract qualified students into the teaching profession. Other countries for example Chile, the scholarships are in exchange for a teacher working for a specific number of years following qualification. Such scholarships are in some cases tied to specific subject areas (like mathematics, science and English where there are teacher shortages). Some countries have also put in place multiple entry points to teacher education programs in order to attract students from other sectors or those interested in career change.

Teacher certification and development policies directly influence the teaching workforce by determining the structure of teacher education (pre-service or in-service) and defining the entry requirements to the teaching profession.

Design teacher development as a continuum. Given the changing needs of the education system, OECS should move to put in place a professional development program that provides opportunities for teachers to continue updating their skills. While professional development opportunities improve teacher retention, several studies for example, Wenglisky (2000); Cohen and Hill (1999); Wiley and Yoon (1995) also found participation in sustained professional development focused on content specific pedagogy to be associated with student achievement. Professional development involving experienced teachers in design and delivery of courses at the school (or cluster of schools) level has been found to be very valuable in many countries. Close collaboration between school systems and teacher education institutions would ensure that the training and professional development provided are in line with the requirements for advancement of education and that certification is provided in a timely manner.

Provide incentives for lifelong learning within the teaching profession. Countries could consider providing release time and /or financial support for professional development. Additional incentives could link professional development to teacher appraisal and career advancement, and individual teacher development should be linked to school development needs.

Strengthen and formalize induction as well as link it to certification. A more extended induction for example 1 year during which a new teacher receives systematic support should be put in place. Mentor teachers should be used formally in the programs, provided with sufficient resources, including release time from their classrooms and be rewarded accordingly. Research literature affirms that induction improves teacher retention by enhancing effectiveness and job satisfaction for new teachers. Indeed, many countries acknowledge that the quality of professional experience during the first years of teaching influences the likelihood to stay in teaching. Some countries therefore provide sustained support to new teachers through mentor teachers, and others even provide incentives for experienced senior teachers to become mentors and coaches. Some countries have made induction mandatory and a pre-requisite for full certification as a teacher. Teacher induction refers to everything that takes place between the moment the teacher is hired through their entry into the classroom and sometimes includes assistance given during their first year of teaching. Teachers who are inducted into the profession stand a better chance of developing norms that encourage self-perpetuating growth and are more likely to develop greater commitment to teaching (Rosenholtz, 1989). Induction programs not only help to develop competencies for new teachers, but also to retain teachers. They can run for two or more years and then seamlessly flow into a comprehensive and sustained professional development process. In an international review of perceived problems of beginning teachers, Veenmann (1984) found that teachers across education systems faced similar challenges, including; motivating students to learn; classroom management, assessing student work and communicating with parents. OECD countries and many Latin American countries pay particular attention to induction programs for new teachers to help them to have a smooth transition into the profession. In some countries like Colombia, there are incentives for universities to provide support to graduating teachers. For OECS where many teachers are unqualified, induction and professional support to beginning teachers even becomes more critical to retaining teachers.

Establish a common teacher accreditation system for the OECS. This would ensure that teacher training institutions in different OECS countries meet agreed standards. Such accreditation standards should focus on the teacher education outcomes (measurable objectives like knowledge, skills, and competencies) rather than inputs and processes. This would involve OECS agreeing on common standards for teacher education graduates and recognition of qualifications across the OECS. Accreditation can be an important policy to improve the quality of teacher training as it acts as a measure to ensure that teacher education programs meet the set standards for quality teaching. Accreditation can also serve to improve teacher mobility since quality and standards are clear.

4.3 Recommendations for Retaining Effective Teachers

Review teacher evaluation and link it to professional development and career advancement. Experience indicates that for teacher appraisal to lead to improvement in teacher effectiveness, morale and retention, it should be linked to performance and reward. Chile is an example of a country that has successfully established a teacher evaluation system that is linked to pay and promotion, with a purpose of improving pedagogical practice and promoting continuous

professional development. Experience underscores the importance of agreement between the Ministry of Education, local authorities and teachers' unions, a clear evaluation criteria, transparency and linkage to reward if teacher evaluation is to be effective. Appraisal would provide teachers with information related to expectations of their performance and a sound basis for professional development.

Introduce career ladders. Survey results and the literature review highlighted the critical importance of career ladders in attracting and retaining qualified teachers in classrooms. Career ladders offer intrinsic and extrinsic benefits for teachers and benefit the education system through improved student performance. Four types of career ladders were identified: (i) performance based ladders – this was not much favored by teachers as only 58 percent favored merit pay; (ii) job enlargement ladders- teacher and school principals highlighted several roles that should be performed by more experienced teachers, and this could pave a way for a career framework that provides for differentiated pay; (iii) professional development ladders; or (iv) a combination of these three. The fourth one is recommended as it combines the advantages of all the other three.

Establish generic professional standards for teachers in the OECS. Work in the OECD underscores the importance of well-defined standards that provide a profile of teacher competencies in order to facilitate alignment between teacher education and certification. These standards also serve to facilitate evaluation of the requirements for certification and to guide teachers on any additional training that they would need in order for them to be certified. To be effective, the career ladders should be accompanied by professional standards to clarify expectations of what teacher development should aim to achieve at various levels of the career ladder. 97 percent of teachers surveyed would support establishment of minimum standards. Standards should:

- Include a clear statement of what teachers are expected to know and be able to do at various stages of the teaching career.
- Reflect a broad range of competencies and provide a framework to guide and integrate initial teacher education, certification, induction and on-going professional development.
- Be anchored into objectives of student learning – what schools are trying to achieve.
- Be agreed following extensive consultation with and involvement of teachers, teachers' unions and teacher educators.

Based on the field survey and best practices identified in the literature review, teacher standards should be organized around the following seven interrelated categories:

- Engaging and Supporting All Students in Learning;
- Assessment and monitoring student learning

- Understanding and Organizing Subject Matter for Student Learning
- Planning Instruction and Designing Learning Experiences for All Students
- Creating and Maintaining Effective Environments for Student Learning;
- Communication, collaboration and interpersonal skills
- Developing a Professional Educator

Together these seven standards represent a developmental, holistic view of teaching, and should be intended to meet the needs of diverse teachers and students. At each career ladder stage, a teacher should demonstrate increased knowledge, understanding and skills, based on specified standards demanded at that stage. Specific performance indicators would fall under the six major domains already identified in the OECS Generic Teacher Appraisal Scheme: planning and organization, instructional process, classroom management, assessment, interpersonal relations and professionalism.

4.3.1 The process for developing and agreeing the career ladder for teachers

Set up a national task force to formulate a career ladder. Guidance provided in this report would be instructive. The task force should comprise teachers (both primary and secondary ensuring gender balance as well as different locations), teachers' union, school principals, personnel officers, staff development officers and other key officials in the career ladder implementation. There should be a chair person – key official in decision making position. The task force would undertake the following:

- Define the objectives of the career ladder program: A comprehensive career ladder could be developed to serve several objectives: support to new teachers; provide opportunities for teachers' career advancement, salary enhancement; or improve student performance;

Discuss and agree upon teacher professional standards⁵. These should be reviewed and extensively shared with teachers. The standards should differentiate between different levels of the career ladder. Changes in the roles and responsibilities included in the professional standards should be anticipated as evaluation data are collected during the course of monitoring implementation of the career ladder.

- Determine how many levels the career ladder should have, qualifying criteria for advancement and induction system for new teachers. The first level should be the induction level, at which level a teacher should be provided with the necessary support to develop skills to gain the fully certified teacher status. Participation in the first two levels should be mandatory for all new teachers, and beyond this

⁵ During the course of this exercise, the team did not come across professional standards for teachers, except the Professional Code of Ethics for teachers

levels teachers would have to apply to specific positions and be evaluated based on a specific criteria.

- Decide whether job descriptions should be limited to responsibilities and tasks related to instructional improvement or include managerial or administrative functions (job enlargement). Minimize interference with regular teaching schedules for teachers⁶.
- Set up a sub-committee within the taskforce to review the existing teacher evaluation. This committee should ensure that the career ladder and evaluation are synchronized and the evaluation is systematic and objective to support necessary decisions. As indicated in an earlier discussion in this report objective evaluation is the linchpin of a career ladder system. The evaluation should use multiple sources of evidence (e.g. classroom observation, teacher interview, teacher portfolio, written examination, etc.) and should minimize subjective judgment. Teachers also indicate the need to link evaluation to professional development, career progression and sharing information arising out of the evaluation;
- Develop procedures for career ladder placement.
- Determine the number of positions and placement criteria. Should also decide whether career ladder positions should be school based or other jurisdiction e.g. district.
- Decide the deployment criteria for assignment of existing teachers to the career ladder positions. Utmost transparency is essential, as this could be a very sensitive issue, with some teachers feeling that some are being favored.
- Determine strategy for implementing a career ladder program. A career ladder is a major departure from the current system in most of the OECS. In addition, financial resources will be required to implement the program. If resources are not available at the country level, options should be put forward. One such option could be implementation in a phased manner, piloting, limiting the number of career ladder positions etc.
- Develop a process for monitoring and review of career ladder decisions;

⁶ In some countries responsibilities cover curriculum, teaching skills, student assessment, staff development and mentoring new teachers.

- Put in place a communication strategy that informs stakeholders about the program – channels could include presentations, hotline, written materials question and answer sheets, brochures, handbooks etc;

Work out the cost implications. Additional financial resources will be required to cover the following areas: required staff training to conduct evaluation of teachers, implementing a communication strategy, teacher training, career ladders depending on how it is structured, etc.

Agree the following:

- What should be the management structure and timelines?
- Who else other than classroom teachers should be considered for accessing the career ladder?
- Who should be involved in promotional decisions and evaluation of teachers?
- To what extent professional development programs should be systematized to achieve the objectives of the career ladder.
- What should be the minimum entry requirements for a qualified teacher?
- How should teachers be facilitated to participate in ongoing professional development?

4.3.2 Proposed Generic Standards and Career Ladder Framework for teachers in the OECS

The framework comprises standards, elements and indicators. A standard is a broad category of teacher knowledge and skills; Elements within each standard indicate what teachers should know and do to be effective teachers; Indicators are measurable and observable to show the knowledge and skills of each element in practice.

The following describes the professional standards undergirding the proposed career ladder for teachers in the OECS. It forms the basis of consultations to arrive at a career ladder. It allows for flexibility for each country to take into consideration specific country circumstances.

This proposed generic framework defines the characteristics of teachers at various career stages, and covers three broad categories: Qualified Teacher; Lead Teacher; and Master Teacher⁷.

- At Qualified Teacher level, a teacher demonstrates knowledge of the skills and abilities for effective specific subject instruction.

⁷ Please note that this nomenclature could be changed depending on the preferred designation, but would help to differentiate between the existing ones since this move involves changes in what exists.

- At Lead teacher level, teachers effectively integrate the knowledge, skills and abilities needed for effective specific subject instruction
- At -Master level, teachers use their knowledge, skills and abilities to innovate and enhance teaching in classrooms and in their schools. They also support their colleagues

This generic framework could apply to Early Education, Primary Education, and Secondary Education. There could be multiple variations within particular school systems and jurisdictions but the underlying career structure would be common across the profession in the OECS. This framework could also be expanded as follows to accommodate varying levels within each ladder:

- Qualified Teacher (could add Qualified Teacher 1; Qualified Teacher 2 or even Qualified Teacher 3)
- Lead Teacher (could add Lead Teacher 1; Leader Teacher 2 and possibly Lead Teacher 3)
- Master Teacher (could add Master Teacher 1 and Master Teacher 2)

Figure 4.1 Proposed Standards and Generic Career Ladder Framework for the OECS

Elements	Indicators		
	Qualified Teacher	Lead Teacher	Master Teacher
<i>Standard 1: Engaging and Supporting All Students in Learning - Teachers understand how children and adolescents develop and that progress in learning is affected by social class, gender, age, religion, cultural, linguistic influences and special needs (i.e. student diversity).</i>			
Element 1.1: Teacher displays knowledge of how children learn and use instructional strategies that promote learning by all students.	a) Teacher demonstrates an understanding of child development, social economic status, cognitive levels, prior knowledge and skills and plan instruction accordingly.	b) Teacher makes effective personalized instruction for the students they teach. c) Selects varied learning experiences that are suitable for students' cognitive levels, abilities, social economic background, prior knowledge and skills and promotes critical thinking and problem solving.	d) Assist other teachers in design and implementation of individual and group learning programs. e) Supports other teachers to identify and teach to the development abilities and diversity of students. f) Uses comprehensive knowledge of challenging and diverse content to ensure that all students achieve to their full potential.
Element 1.2: Teacher knows and understands how to use instructional resources to meet the needs of all learners.	a) Teacher demonstrates knowledge and understanding of how to use available resources to suit learning objectives and needs of all learners. b) Plans and delivers lesson taking into account students' prior knowledge, interest and life experiences.	c) Uses and modifies a range of materials to address individual and group student learning needs. d) Uses methods that build on student strengths to promote learning for all students.	e) Designs instruction and effectively utilizes varied resources in line with the diversity of student learning needs and experiences. f) Delivers demonstration classes that create high expectations for all learners.

Element 1.3: Teacher has high expectations of all students, including a commitment to ensure that they achieve their full potential.	a) Teacher communicates their expectations to all students and establishes supportive and constructive relationships with them.	b) Teacher individualizes expectations for each student and learning activity.	c) Mentor and supports other teachers on instructional planning to ensure that all students meet their full potential.
Element 1.4: Teacher demonstrates the positive values, attitudes and behavior they expect from students.	a) Demonstrates positive values, including tolerance and respect for all students.	b) Teacher holds positive values and display high standards of behavior in their professional role.	c) Works with other teachers and students to correct disrespectful attitudes and behavior.
<i>Standard 2: Understanding and Organizing Subject Matter for Student Learning - Teachers know and understand the content area and related pedagogy for which they have instructional responsibility and design appropriate learning experiences to make subject matter accessible to all learners they teach.</i>			
Element 2.1: Teacher knows their subject area and uses their knowledge and skills to plan instruction for all learners they teach.	a) Teachers use their knowledge of subject matter and skills to plan instruction that is meaningful for the learners.	b) Teachers plan and sequence instruction for their curricula areas and effectively integrates other relevant initiatives across age and ability range they coordinate or teach.	c) Teacher has extensive knowledge and understanding of their subject and curricula areas and related pedagogy and how learning progresses within them and uses this to support growth of other colleagues.

<p>Element 2.2: Teacher understands the relevant statutory and non statutory curriculum and frameworks for their relevant subject areas and other relevant initiatives applicable to age and ability range.</p>	<p>a) Teacher understands the relevant curriculum and frameworks and tailors them to age and ability range they teach.</p>	<p>b) Teacher has extensive knowledge and understanding of the entire curriculum; integrate content across subjects taught at across the grade.</p>	<p>c) Has a deep understanding of the curriculum enriched by involvement in professional networks; assist colleagues to gain this knowledge through on-going professional development; recommends changes and adjustments to the curriculum.</p>
<p>Element 2.3: Teachers link subject content to real world experiences</p>	<p>a) Teacher demonstrates links between discipline /subject and life situations.</p>	<p>b) Teachers use various resources to enable students to connect what they learn to real life situations.</p>	<p>c) Models through innovative activities the integration between school and real life situations.</p>
<p>Standard 3: Assessment and monitoring of student learning: <i>Teachers understand and use various assessment strategies and interpret assessment results to promote student learning and to modify instruction accordingly.</i></p>			
<p>Element 3.1: Teacher knows and understands different types of assessment, their purpose and use a variety of assessment methods.</p>	<p>a) Teacher demonstrates knowledge and understanding of assessment, advantages and limitations of various types of assessment in supporting student learning in their subject areas.</p> <p>b) Teacher uses a variety of assessment tools to assess student learning.</p>	<p>c) Teacher demonstrates understanding of how and when to use different types of assessment and integrate them into instruction to ensure that all learners achieve their full potential.</p> <p>d) Teacher uses a variety of assessment tools to analyze and reflect upon student performance.</p>	<p>f) Teacher has extensive knowledge and understanding of assessment requirements and arrangements and provides training for other teachers on assessment and model effective assessment.</p> <p>Collaborates with principals or curriculum officers to measure learning outcomes in specific subject areas</p>

		e) Teachers know how to use information from assessment to evaluate effectiveness of teaching, and monitor progress of their students and instruction to raise their levels of achievement.	
Element 3.2: Teacher use assessment generated data to monitor student progress and design instruction.	<p>a) Teacher uses assessment to evaluate student learning against curriculum objectives.</p> <p>b) Teacher utilizes assessment data to identify students' strengths and challenges, and modifies instruction accordingly.</p>	<p>c) Uses a variety of formative assessments to determine if learning goals have been met</p> <p>d) Utilizes assessment data to tailor instruction to individual abilities and to anticipate future learning challenges.</p> <p>e) Assist in organizing assessment activities at grade or form level</p>	<p>f) Uses formative assessment on a daily basis and provides guidance to colleagues to how to use assessment to improve learning achievement for all students.</p> <p>g) Analyzes assessment data for trends and uses results to propose tailored and effective teaching strategies and curriculum modifications.</p>
Element 3.3: Teachers provide students, colleagues and parents with timely and accurate feedback on student progress.	<p>a) Teacher knows how to provide feedback to students and parents</p> <p>b) Teacher provides constructive feedback to students and</p>	c) Know how to use assessment information to provide constructive feedback to students, other teachers and parents to help them to understand their children's learning, including action plans for improvement.	<p>d) Collaboratively leads to establish assessment criteria across grade levels: assists in instruction planning that incorporates assessment results.</p> <p>e) Participates in district/national/regional assessment activities</p>

parents

Standard 4: Planning Instruction and Designing Learning Experiences for ALL Learners. Teachers plan and deliver effective instruction applying a variety of developmentally appropriate strategies in order to advance learning for all learners to achieve their full potential.

<p>Element 4.1. Teacher plans and delivers instruction based on students' needs, development progress and prior knowledge.</p>	<p>a) Teacher plans, sequences lessons and uses a range of teaching strategies taking into account diversity of learners.</p> <p>b) Recognizes the value of students' prior knowledge and takes this into consideration when planning lessons.</p> <p>c) Understands different methods of teaching to cater for different types of learners.</p>	<p>d) Teacher monitors student progress and uses a variety of strategies for ALL students to meet their full potential.</p>	<p>e) Demonstrate excellent and innovative pedagogical practice.</p> <p>f) Facilitates students to synthesize knowledge and make a connection to real life experiences.</p> <p>g) Consistently integrates various teaching methods throughout lessons to engage ALL learners.</p>
<p>Element 4.2. Teacher aligns instructional goals and activities with the curriculum standards.</p>	<p>a) Teacher tailors instruction goals to curriculum and integrates student life experiences with lessons.</p>	<p>b) Teacher develops concepts and processes that enable learners to apply new knowledge, understanding, attitudes and skills.</p>	<p>d) Be a mentor or coach.</p> <p>e) Provides leadership in devising strategies to overcome learning /instruction challenges taking into account students needs.</p>

		c) Monitors learning challenges and takes remedial measures.	
Element 4.3. Differentiates instruction to suit the development abilities and learning needs of ALL learners.	a) Teacher demonstrates ability to manage learning of individuals, groups and whole classes, modifying instruction to suit the needs of all learners.	b) Adapts instructional methods to the needs of individual students.	c) Conducts demonstration classes and other professional development opportunities for colleagues in support of differentiated instruction. d) Designs innovative methods and strategies to effect individual learning goals.
Element 4.4: Has knowledge and understanding of promoting classroom participation.	a) Uses different levels of questioning and discussion techniques that engage students in active learning.	b) Consistently reinforces individual and group participation and encourages all students to take an active role as learners.	c) Models a challenging classroom environment where students actively participate in all learning activities.
Element 4.5: Designs lesson plans based on specified standards and learning objectives taking into consideration all learners' needs and circumstances.	a) Plans lessons focusing on specific learning objectives and clearly states the learning objectives at the beginning of each lesson.	b) Plans appropriately sequenced instruction to ensure mastery of learning objectives by all learners.	c) Makes innovative changes to organization of delivery of the curriculum based on student performance.
Element 4.6: Adjusts instruction based on feedback from students.	a) Adjusts lessons based on informal assessment of student understanding in the previous lesson.	b) Makes adjustments during the lesson based on students' understanding.	c) Uses a wide range of assessments to adjust to unplanned events that affect student learning.

<p>Standard 5. Creating and Maintaining an Effective Learning Environment for Student Learning. <i>Teachers understand and create a safe and supportive learning environment that encourages positive social interaction, motivation and promotes high levels of learning and achievement for all students.</i></p>			
<p>Element 5.1: Teacher knows and understands strategies for creating a positive, supportive, safe and respectful learning environment.</p>	<p>a) Creates a safe and secure environment conducive to learning for all students through demonstration of care and respect in their interactions with students.</p> <p>b) Demonstrates understanding of the principles of effective classroom management.</p>	<p>c) Manages learner behavior constructively by establishing and maintaining a clear and positive framework for discipline and uses various behavior management strategies to promote self control and independence of learners.</p> <p>d) Maintains a caring and respectful relationship with students and students to develop skills that create a respectful learning environment.</p>	<p>e) Models behaviors that foster a positive, tolerant and respectful learning environment.</p> <p>f) Supports principals and heads of departments in developing a framework for discipline.</p> <p>g) Uses extensive knowledge to support students to understand multiple perspectives and seek creative solutions to conflict.</p>
<p>Element 5.2: Teacher promotes participatory and self-directed</p>	<p>a) Fosters student enthusiasm and interest in</p>	<p>b) Establishes and maintains an effective</p>	<p>c) Supports colleagues to design activities that prepare students for independent or group work that</p>

learning.	the subject for all their learners.	rapport with all learners and ensures active and equitable participation for all learners.	allows full participation of all learners.
Element 5.3: Teacher establishes physically and emotionally safe environments.	a) Demonstrates standards of acceptable behavior.	b) Teacher uses strategies that motivate students to engage in positive behavior.	c) Designs and shares tools for effective classroom management. d) Models behavior and expectations that foster a harmonious environment characterized by openness and respect.
Element 5.4: Demonstrates knowledge and understanding of effective classroom management and behavior.	a) Demonstrates knowledge and understanding of effective classroom management. b) Establishes rules, procedures and consequences to all learners they teach and enforces them.	c) Monitors and uses strategies that reinforce behavior expectations, routines and procedures that create a positive learning environment. d) Teacher intervenes effectively and appropriately to learner misbehavior problems.	e) Encourages students to own routines and procedures, to self monitor and reflect on their behavior. f) Mentors new teachers on establishment of rules, procedures, routines in the classroom and how to enforce them
Element 5.5: Demonstrate knowledge and understanding of how to create student self	a) Creates opportunities for individual students to have classroom responsibilities.	b) Encourages self directed learning by students.	d) Facilitates students to take initiative in their own learning.

discipline and responsibility.		c) Encourages students to take initiatives for classroom leadership.	e) Support students' leadership beyond the classroom.
Element 5.6: Knowledge and understanding of a positive, effective and motivating learning environment.	a) Arranges and organizes classroom to ensure access to all students. b) Organizes and uses materials and equipment for effective learning.	c) Manages classroom and resources to motivate students and enhance their learning. d) Demonstrates consistent effective use of materials and equipment to ensure equity in learning.	e) Uses the classroom environment as a resource to promote individual and group learning. f) Uses extensive knowledge and understanding of classroom organization to demonstrate effective classroom management to foster this environment..
Standard 6: Collaboration, Communication and Interpersonal Relations. <i>Teachers collaborate and communicate effectively with students, parents, other educators, administrators and the larger community to support student learning.</i>			
Element 6:1: Teacher collaborates effectively with colleagues to design, implement and support student learning	a) Teacher recognizes the contribution others make in improving student learning and consults them in lesson planning.	b) Contributes to the professional development of colleagues through coaching, mentoring and demonstrating effective practices and providing	e) Contributes to the professional development of other teachers using various techniques and skills appropriate for their needs to help them to demonstrate effective practices. f) Uses a variety of learning experiences to develop

		<p>advice.</p> <p>c) Uses a variety of learning experiences to assist students to develop independent and group participation skills.</p> <p>d) Implements collaborative activities that enhance student learning's</p>	students' individual responsibility for learning
Element 6.2: Teachers collaborate with parents to support student learning and development at home and school.	a) Recognizes the contribution of parents and communicates effectively with them regarding students learning in a timely and respectful manner.	b) Communicates appropriate techniques to parents to support student learning at home.	c) Takes a leadership role in developing and implementing strategies for effective collaboration with parents to enhance student learning.
Element 6.3: Teacher knows the role of community and how to utilize diverse partnerships to contribute to student learning and	a) Demonstrates knowledge and understanding of when and how to involve the community and other	b) Collaborates with appropriate agencies in identifying issues outside the school that affect	c) Builds partnerships to utilize community and other agencies resources to foster student learning and provide opportunities for parents to share skills and talents that enrich learning experiences and/ or to

development.	agencies that promote students learning and development.	learning and achievement.	respond to identified needs of students.
Element 6.4: Has knowledge and understanding of effective communication and uses language appropriate to development stages of learners.	a) Uses language appropriate for learners' level.	b) Uses effective communication for the benefit of all learners.	
Standard 7: Professional Responsibility and Growth: <i>Teachers assume responsibility for professional growth, establishing collegial relationships and involvement as members of the professional community to enhance the teaching and learning process.</i>			
Element 7:1 Teacher takes responsibility for their continuous and purposeful professional development.	a) Acts upon advices and feedback and be open to coaching and mentoring. b) Participates in relevant professional development activities and use what they learn to improve teaching and learning.	c) Establishes and maintains dialogue with colleagues about the developments in the profession. d) Engages and contributes to professional development of other teachers.	e) Initiates and delivers professional development activities for colleagues. f) Draws on research and other sources of evidence to inform their own practice and that of colleagues.
Element 7:2: Teachers design professional growth plans that	a) Designs a clear, logical professional growth plan.	b) Analyses and reflects on successes and targeted	d) Uses teacher evaluation results to help colleagues prepare professional growth plans.

addresses identified priorities.		<p>areas of growth and develops a professional development plan accordingly.</p> <p>c) Demonstrates evidence of professional growth on instructional effectiveness and student learning.</p>	<p>e) Seeks opportunities to develop a wide variety of resources to expand knowledge for both self and colleagues.</p> <p>f) Conducts workshops and professional development activities for other teachers.</p>
Element 7:3: Teacher understands and adheres to the Code of Ethics for Teachers.	a) Teacher demonstrates understanding of code of ethics and meets their professional responsibilities with integrity and honesty.	b) Teacher helps their colleagues to interpret the code of ethics and relevant school legislation as they apply in the learning/instruction process.	c) Teacher uses research and relevant resources to guide policy and advice on implementation of the code of ethics and legislation impacting schools and student learning and development.
Element 7.4: Practice the ethics of the teaching profession.	a) Demonstrates a positive attitude.	b) Maintains high levels of motivation and commitment to all students.	<p>c) Maintains commitment to all students and the professional community.</p> <p>d) Models professional integrity</p>

Annex A: Career Ladder Experiences

Career ladder designs are not uniform. Florida, Texas, Tennessee and Alabama used statewide criteria to define their career ladders. Utah allowed almost complete local (district) autonomy (Hart, 1992) and so did the California Mentor Program that allowed districts to develop plans locally. Georgia, North Carolina and South Carolina's plans included a career ladder for administrators. A common feature across the career ladders adopted by the different states was that most were negotiated contracts with teachers.

Career ladders were adopted in order to provide financial incentives, varied work, and advancement opportunities for teachers. Along with across-the-board pay raises, work environment inducements for difficult assignments, and grants or leave for research and study, career ladders were expected to improve teacher performance and motivation. Countries in Africa, Asia, and Europe have instituted variants of career ladder for teachers with varying degrees of impact on teacher satisfaction, professional growth, and student outcomes. Teacher advancement ladders are largely absent in Latin America (Vegas and Umansky, 2005).

Some developing countries that have attempted to establish career ladders without adequate budget provision, lack of political commitment to reform, poor design and execution of the teacher appraisal process have abandoned them.

Several countries across the world have implemented career ladders for teachers mostly responding to a need to stabilize the teaching force by creating incentives that would attract and retain effective teachers. Educational systems that have implemented a career path for teachers for a reasonable length of time offer both implementation and outcomes lessons. Several examples are highlighted in the following section.

1 Britain

The teacher's career ladder in Britain has evolved over time. The framework of professional standards for teachers defines the characteristics of teachers at each career stage, specifying what a teacher must know, understand and be able to do in order to be awarded Qualified Teacher Status (QTS) and other subsequent levels. The system is designed to provide increased career diversity for teachers who wish to stay in the classroom. Specifically it provides professional standards for:

- the award of Qualified Teacher Status (QTS) (**Q**)
- teachers on the main scale (Core) (**C**)
- teachers on the upper pay scale (Post-Threshold Teachers) (**P**)
- Excellent Teachers (**E**)
- Advanced Skills Teachers (ASTs) (**A**)

Post threshold teacher act as role models for teaching and learning, make distinctive contribution to raising standards across the school and provide regular coaching and mentoring to less

experienced teachers. Excellent teachers provide exemplary model to others through their professional expertise, take a leading role in raising standards by supporting improvements in teaching practice, support their colleagues to improve their effectiveness and address development needs through coaching and mentoring. Advanced Skills Teachers provide models of excellent and innovative teaching and use their skills to enhance teaching and learning by undertaking and leading school improvement activities and continuing professional development for other teachers.

British teacher standards and evaluation The standards clarify the professional characteristics that a teacher is expected to maintain and to build on at their current career stage. After the induction year, therefore, teachers are expected to continue to meet the core standards and to broaden and deepen their professional attributes, knowledge, understanding and skills within that context. This principle applies at all subsequent career stages. For example, teachers who have gone through the threshold would be expected to meet the core and post-threshold standards and to broaden and deepen their professional attributes, knowledge, understanding and skills in that context.

The standards provide the framework for a teacher's career progression. To access each career stage a teacher needs to demonstrate that he/she has met the relevant standards. The process for this varies depending on the standard concerned. Teachers seeking Excellent Teacher or AST status need to apply and are assessed through an external process. Teachers seeking to cross the threshold are assessed by their head teacher. The standards for Post-Threshold Teachers, Excellent Teachers and ASTs also relate to pay scales and teachers who are assessed as meeting them also access the relevant pay scale.

All teachers have a professional responsibility to be engaged in effective, sustained and relevant professional development throughout their careers and should have a contractual entitlement to effective, sustained and relevant professional development. There is a continuum of expectations about the level of engagement in professional development that provides clarity and appropriate differentiation for each career stage. The expectations about the contribution teachers make to the development of others should take account of their levels of skills, expertise and experience, their role within the school, and reflect their use of up-to-date subject knowledge and pedagogy.

The framework of standards in Table 3.2 is arranged in three interrelated sections covering:

- a. professional attributes
- b. professional knowledge and understanding
- c. professional skills

Table A.1 Teachers’ Career Ladder and Standards in Britain.

For more details on the Britain Standards refer to the following website for more details:

<http://www.tda.gov.uk/teachers/professionalstandards/standards/attributes/relationships/core.aspx> or

<http://www.tda.gov.uk/teachers/professionalstandards.aspx>

Career Ladder Stages	Professional Attributes	Professional Knowledge and understanding	Professional Skills
Qualified Teacher Status (Q)	<ul style="list-style-type: none"> Be innovative; act upon advice and be open to coaching and mentoring 	<ul style="list-style-type: none"> Know and understand the relevant statutory and non-statutory curricula and frameworks 	<ul style="list-style-type: none"> Know how to use skills in literacy, numeracy and ICT to support their teaching
Post Threshold (P)	<ul style="list-style-type: none"> Contribute significantly to implementing workplace policies and practice and to promoting collective responsibility for their implementation 	<ul style="list-style-type: none"> Have an extensive knowledge and understanding of how to use and adapt a range of teaching, learning and behavior management strategies, including how to personalize learning to provide opportunities for all learners to achieve their potential 	<ul style="list-style-type: none"> Be flexible, creative and adept at designing learning sequences within lessons and across lessons that are effective
Excellent Teacher (E)	<ul style="list-style-type: none"> Be willing to take a leading role in developing workplace policies and practice and in promoting 	<ul style="list-style-type: none"> Have a critical understanding of the most effective teaching, learning and behavior management strategies, including how to select 	<ul style="list-style-type: none"> Take a lead in planning collaboratively with colleagues in order to

	collective responsibility.	and use approaches that personalize learning to provide opportunities for all learners to achieve their full potential	promote effective practice.
Advanced Skills Teacher (A)	<ul style="list-style-type: none"> • Be willing to take on a strategic leadership role in developing workplace policies and practice and in promoting collective responsibility for their implementation in their own and other workplaces 	<ul style="list-style-type: none"> • Have an extensive and deep knowledge and understanding of subject/curriculum areas and related pedagogy. 	<ul style="list-style-type: none"> • Be part of or work closely with leadership teams, taking a leadership role in developing, implementing and evaluating policies and practice in their own and other workplaces that contribute to school improvement. • Possess the analytical, interpersonal and organizational skills necessary to work effectively with staff and leadership teams beyond their own school.

Source: Professional Standards for Teachers. Why sit still in your career? <http://www.tda.gov.uk/teachers/professionalstandards.aspx>

2 Ohio Teacher Career Framework

The State of Ohio established a teacher career program that is anchored in teaching and professional development. The goal of the program was to: create a comprehensive teacher career framework that enhanced roles and responsibilities; encourages increased knowledge, skills and performance; provides career opportunities for all teachers to grow; increases teacher productivity and fulfillment; emphasizes high quality teaching and student learning; expands teacher leadership opportunities; drives collaboration between teachers and administrators; improves teacher retention; and creates professionalism in the teaching force.

The framework established differentiated roles and responsibilities for teachers inside and outside the classroom, based on the State of Ohio's Standards for the teaching profession that contain indicators that differentiate levels of teacher accomplishment, the two main ones being: accomplished and distinguished teacher. At the accomplished level, teachers effectively integrate the knowledge, skills and abilities needed for effective instruction. Distinguished level teachers use their strong foundation of knowledge, skills and abilities to innovate their classrooms and school districts. They are teacher leaders. To attain these heights, teachers in Ohio must demonstrate accomplished standing based on a performance assessment designed by the school district. These teachers are highly skilled and deeply knowledgeable about their subject content. Teacher knowledge and skills are assessed through a standards-based rubric that is based on the school districts' education goal and must align to the knowledge and skills outlined in the Ohio Standards for the Teaching Profession.

The framework stipulates that school districts include multiple and diverse responsibilities to be completed by teachers who choose to participate in the career ladder program so that all teachers have the opportunity to develop their skills. Ohio Standards for the Teaching Profession has four main components: (i) Roles and Responsibilities; (ii) Increased knowledge; (iii) Evidence of Student growth; and (iv) Collaboration.

a) Roles and Responsibilities

Table 3.3 illustrates examples of teacher leadership roles and responsibilities for the State of Ohio:

Table A.2 Ohio Career ladder Leadership Roles

<i>Standard</i>	<i>Accomplished Teacher</i>	<i>Distinguished teacher</i>
Standard 1: Students - Teachers understand student learning and development, and respect the diversity of the students they teach	<ul style="list-style-type: none"> • Be a mentor or coach • Lead a team of teachers in developing learning plans for students 	<ul style="list-style-type: none"> • Train mentors and or coaches
Standard 2: Content - Teachers know and understand the content area for which they have instructional responsibility.	<ul style="list-style-type: none"> • Design and lead learning projects 	<ul style="list-style-type: none"> • Lead curriculum development or alignment committee • Lead a team of cross-curricular unit development
Standard 3: Assessment: Teachers understand and use varied assessments to inform instruction, evaluate and ensure student learning.	<ul style="list-style-type: none"> • Serve as a coach to peers to assist in disaggregating student achievement data • Generate data driven tools to share with other teachers 	<ul style="list-style-type: none"> • Conduct training/ presentations on classroom assessment • Lead workshops on student – led instruction and reflection
Standard 4: Instruction: Teachers plan and deliver effective instruction that advances the learning of each individual student.	<ul style="list-style-type: none"> • Be a mentor or coach • Offer demonstration classrooms 	<ul style="list-style-type: none"> • Conduct differentiated instruction training • Train mentors and coaches • Lead workshops in use of technology in instruction
Standard 5: Learning Environment: Teachers create learning environments that promote high levels of learning and achievement for all students.	<ul style="list-style-type: none"> • Design and share units using cooperative learning and other strategies • Design and share tools for effective classroom management 	<ul style="list-style-type: none"> • Participate in policy committees • Design and lead training on teaching and learning strategies
Standard 6: Collaboration and Communication: Teachers collaborate and communicate with students, parents, other educators, administrators and the community to support student learning.	<ul style="list-style-type: none"> • Coach colleagues on demonstrating proficiency in the teaching profession 	<ul style="list-style-type: none"> • Develop partnership with the local community agency or business
Standard 7: Professional Responsibility and Growth Teachers assume responsibility for professional growth and performance.	<ul style="list-style-type: none"> • Become a member of a content or instructional area committee 	<ul style="list-style-type: none"> • Become a professional development trainer

Source: Adopted from the Educator Standards Department and State of Ohio Department of Education

Responsibilities assigned to each rung are directly related to the specified standards and the improvement of student learning, which the framework acknowledges is the primary goal. School districts are therefore required to include a student growth component, using multiple measures, in teacher assessment taking care to include the teachers outside core academic areas. School districts are also required to include an assessment component that defines and assesses

the knowledge and skills desired to help teachers achieve results with students given the specific context and needs of the district.

b) ***Increased Knowledge and Skills***

On-going learning among teachers to help them achieve results with students is emphasized by the State of Ohio. They believe that teachers achieve results with students when they experience high professional growth. The *Ohio Standards for Professional Development* is used to develop programs that result in teacher knowledge and skill enhancement. And, the *Ohio Standards for the Teaching Profession* (Table 3.4) provides guidance for attainment of demonstrated knowledge and skills. Demonstration of knowledge and skills outlined in the Educator Standards serve as preparation for advancement into leadership roles and opportunities for teachers. The career framework therefore includes a component to define and assess the knowledge and skills desired to help teachers to achieve results with students. This must be assessed through a standards based rubric.

Table A.3 Ohio Teacher Career Ladder Standards

<i>Standard</i>	<i>Demonstrated knowledge and / or skill</i>
Standard 1: Students – Teachers understand student learning and development and respect the diversity of students they teach	<ul style="list-style-type: none"> • Obtained bilingual education and put concepts into practice
Standard 2: Content – Teachers know and understand the content area for which they have instructional responsibility	<ul style="list-style-type: none"> • Design and share units integrating technology into content, focusing on higher level thinking etc. • Offer demonstration classroom • Participate in cross-curricular unit development
Standard 3: Assessment – Teachers understand and use varied assessments to inform instruction, evaluate and ensure student learning	<ul style="list-style-type: none"> • Develop and share diagnostic, formative and or benchmark assessment for use in a content area • Design resources and guides for understanding assessment • Participate in action research
Standard 4: Instruction – teachers plan and deliver effective instruction that advances learning of each individual student	<ul style="list-style-type: none"> • Design units using technology to enhance instruction and student learning • Design and share units that provide opportunities for problem-solving and critical thinking. • Complete training on lesson study.
Standard 5: Learning Environment: Teachers create learning environments that promote high levels of learning and achievement for all students.	<ul style="list-style-type: none"> • Complete bias training and share with colleagues • Design units using cooperative learning
Standard 6: Collaboration and Communication: Teachers collaborate and communicate with students, parents, other educators, administrators and the community to support student learning.	<ul style="list-style-type: none"> • Participate on a teaching team • Develop materials for parents to use at home to enrich student learning
Standard 7: Professional Responsibility and Growth Teachers assume responsibility for professional growth, performance, and involvement as individuals and as members of a learning team.	<ul style="list-style-type: none"> • Participate in a professional learning community • Obtain national board certification • Complete specified training

Source: Adopted from the Educator Standards Department and Ohio Department of Education

c) *Evidence of Student Growth*

State of Ohio policy makers believe that the career plan should contain a component design to acknowledge the primary purpose of education: to teach and nurture students for high levels of learning and growth. They argue for inclusion of measures of holistic understanding of student progress. Various measures for this can be employed for example: valid and reliable standardized assessments, classroom data to demonstrate performance, teacher created assessments, student work portfolios, all of which provide opportunities for students to demonstrate their knowledge acquisition.

d) *Collaboration*

The career plans contains aspects designed to facilitate collaboration on the path to increased student learning. For example, classroom observations create opportunities for collaboration among teacher colleagues and administrators. It also calls for teachers to work in a team for example to develop school-wide rules.

3 *Arizona Career Ladder Program*

The Arizona Career Ladder Program (Table 3.5) is a performance-based compensation plan that provides incentives to teachers who choose to make career advancements without leaving the classroom or the profession. Most of the state's school districts participate in the Career Ladder Program.

Arizona Career Ladder Program Components

The Arizona District Career Ladder Program provides for:

- Increasingly higher levels of pupil academic progress as measured by objective criteria
- Specific criteria and requirements for the demonstration of academic progress
- The use of various methods of assessment
- Specific guidelines for the review and refinement of pupil academic progress assessments and procedures
- Increasingly higher levels of teaching skills

Table A.4 Arizona Career Ladder Components

Measureable Objectives; Teacher Accountability	<ul style="list-style-type: none"> • Teachers shall be required to demonstrate increasingly higher levels of pupil academic progress for placement at the higher levels of the ladder. • The use of various methods of assessment established by school districts. • Teachers are required to submit an individual action plan with measurable objectives.
School Improvement Plan Support	<ul style="list-style-type: none"> • Teachers’ plan for student progress incorporates the standards and implementation based on “best practices.” These plans are pre-approved. • Core academic subjects are addressed.
Vision for the elements of instruction, assessment, professional development, school management, parental involvement, technology and curriculum alignment	<ul style="list-style-type: none"> • The goal of the Career Ladder is to attract and retain highly qualified teachers. • The program establishes a multilevel system of teaching positions, provides opportunities to teachers for continued professional advancement, requires improved skills teaching skills for advancement and other components such as additional higher level instructional responsibilities
Professional Development	<ul style="list-style-type: none"> • The program provides or supports staff development training in classroom management, Peer Coaching, Technology, Assessment, Data Analysis, and Essential Elements of Instruction, among others.
Parent, Family, and Community Involvement	<ul style="list-style-type: none"> • Career Ladder teachers may be involved in the training of parents through family math nights, literacy nights, Parents as Partners, etc.
Added Responsibilities	<ul style="list-style-type: none"> • Career Ladder teachers may be required to tutor before school, after school, during the summer, and during any extension of the school year.
<ul style="list-style-type: none"> • Mentoring 	<ul style="list-style-type: none"> • Career Ladder programs offer mentoring programs for new teachers. • New teachers are paired with veteran teachers who exhibit exemplary practices in their own classrooms. • Mentors are dedicated to the field of education, foster professional development in their protégés and continue their own professional development.

Adopted from: Arizona’s Career Ladder Program

The Arizona Career Ladder is based on the following areas of teacher performance: instructional performance, pupil academic progress, and instructional responsibilities. Advancement to higher levels on the Career Ladder is gained by demonstrating increasingly higher levels of performance based on objective evaluation procedures and instruments.

Teacher responsibilities include team teaching, committee work, curriculum development, or special in-service projects that directly affect the level of classroom performance. Teachers at higher Career Ladder levels provide leadership in their school districts by mentoring, coaching, and as professional development trainers.

Each district's Career Ladder Program includes adequate and appropriate staff development activities for teachers. Staff development activities assist teachers in meeting program requirements and improving performance.

Specific criteria for placement at each level and step are included. More than one person must be involved in placement decisions, and an appeal procedure is incorporated. The law specifically addresses the importance of establishing inter-rater reliability among evaluators and those involved in making placement decisions. A district may include non-instructional classroom personnel if the position requires a teaching credential and the person is responsible for student achievement.

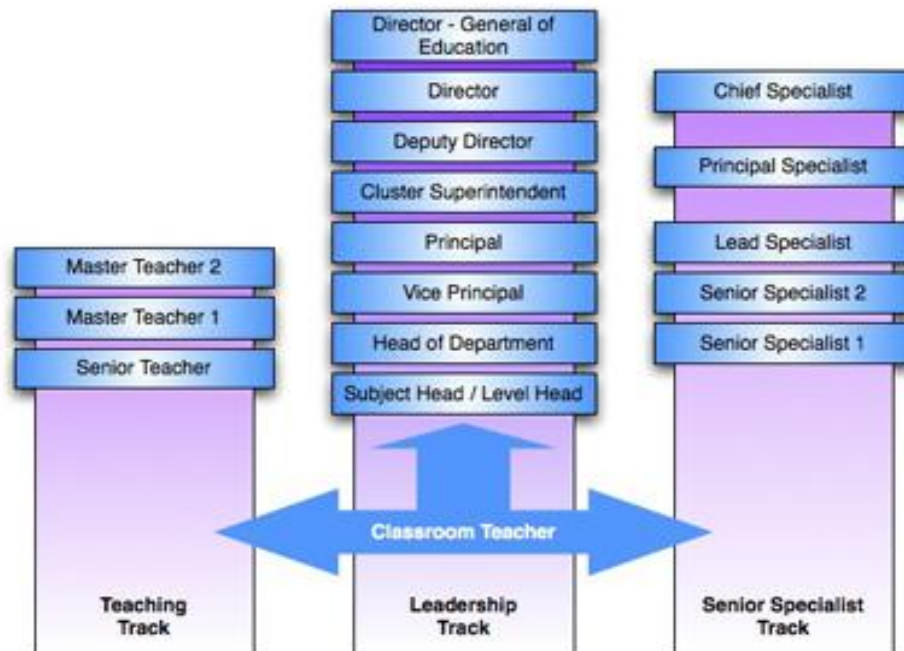
Results from the analysis of the impact of the Career Ladder on student academic achievement using a comparison of prior to and following implementation showed positive outcomes. Average student achievement in Career Ladder districts exceeded that in non-Career Ladder districts. The difference in average student achievement between the two types of districts increased after the introduction of Career Ladder in favor of the Career Ladder districts (Packard and Dereshiwsky 1990)

4 *Singapore Teacher Career Ladder*

Over the past decades, Singapore has undertaken major education reforms and initiatives. One of the goals is to attract and retain teachers. Singapore established a new career structure that recognizes and provides opportunities for teachers who prefer to serve in the classroom instead of being promoted to administrative positions. The structure includes financial incentives to reward the good teachers and a competitive starting salary to entice new entrants into the profession.

The new career structure for teachers "Education Service Professional Development and Career Plan" (Edu-Pac) has three career tracks, namely, leadership track, senior specialist track and teaching track (Figure 3.1). The Teaching Track allows classroom teachers to advance to a new level of Master Teacher. The initiative comprises three components: new career structure, new recognition structure and enhancements to the Performance Management System. Among the three career tracks, the leadership track is the one that leads to the top positions in the Singapore education service.

Figure A.1 Singapore Teacher Career Ladder



Source: Ministry of Education, Singapore

Classroom Teacher and the Teaching Track in Singapore

Classroom teaching is generally required of all who desire to take on greater responsibilities in education. Education officers begin their career as classroom teachers upon their graduation.

The teaching track positions teaching as a life-long career for those who aspire to remain in the teaching profession. The track features the posts of the Master Teacher and Senior Teacher.

The Senior Teacher and the Master Teacher are instrumental in developing good pedagogical practices and providing assistance and expert advice to other teachers. The Senior Teacher serves at the school level whereas the Master Teacher operates as a resource at the schools cluster level. Prior to their selection, Master Teachers, who are higher in rank to Senior Teachers, have to show evidence of their interest in continual learning and demonstrate competencies in their field. Their role is to model and develop teaching excellence in the cluster. The Cluster Superintendent, in consultation with the principals within the cluster, decides the length of attachment of the Master Teacher to particular schools in the cluster during the three-year appointment.

Incentives for Singapore Teachers

- The framework incorporates monetary incentives. A specific annual sum is set aside for each teacher. Every three to five years, teachers can draw out a part of the money provided that the teacher's performance for that year meets the requirement of the grade. Additional incentives are provided to teachers who are willing to stay in the teaching profession until retirement. Furthermore, outstanding teachers can receive a maximum of three performance bonuses apart from the Individual Outstanding Contribution Award and Team Outstanding Contribution Award in recognition of significant contributions from individual teachers or their teams. These financial incentives are considered relatively attractive considering the absence of such policies in the past.
- Provides for room for professional development. There are many in-service courses, e.g. diplomas, advanced diplomas and advanced postgraduate diplomas that continually challenge and develop teachers to upgrade their professional knowledge in addition to Teachers' Network which organizes regular conferences, seminars and forums.
- The other incentives to retain teachers include in-service training courses, study leave, and scholarships and study Loans. A teacher with sufficient experience can choose from a wide range of in-service courses to broaden knowledge base and learn / share ways of making teaching and learning more effective. Non-graduate teachers who wish to pursue a degree program can apply for unpaid study leave. In addition, candidates can apply for interest-free study loans and Singapore's ministry of education offers course sponsorships.
- Teachers also have a choice of notable courses to equip them for leadership roles, should they opt for the administrative track. If a teacher is earmarked to be head of department, they attend an advanced management course. Teachers with potential to be school leaders attend a leadership course.
- Postgraduate studies, relevant to the Education Service, are available to officers with a first degree, once one has gained some teaching experience and demonstrated consistently good performance. The ministry offers Masters and PhD scholarships to outstanding applicants in several areas including educational administration, curriculum development, educational guidance and counseling educational psychology, testing and measurement, and instructional design

5 *Ghana Teacher Career Ladder*

In 1984, the ministry of education in Ghana introduced a career ladder program for teachers. Teachers in Ghana were classified into three major groupings based on qualifications: post-secondary certificate 'A' grade teacher; Diplomate (Senior Teacher, grade Superintendent, and University Graduate (Principal Teacher, Grade Superintendent). These groupings collapse seven career stages: teacher assistant Superintendent, Superintendent, Senior Superintendent, Principal Superintendent, Assistant Director and Director (Table 3.6).

Table A.5 Ghana Teachers Career Ladder and Salary Structure

Career Ladder Position	Base Salary (Cedis)	Maximum Salary (after 9 Increments)
Teacher (Post-secondary certificate)	1291	1639
Assistant Superintendent	1497	1852
Superintendent (senior teacher, diplomate professional)	1706	2162
Senior Superintendent	1978	2905
Principal Superintendent (principal teacher, University Graduate Professional)	2293	2905
Assistant Director	2658	3368
Director	3081	3905

Cedis (8.7Cedis = \$1US)

Challenges to the Ghana Teacher Career Ladder

The Ghana teacher career ladder program has experienced several challenges. The program stipulates that teachers who satisfy set progression criteria are entitled to automatic promotion. In practice, this has not happened because of unclear line of authority in the performance evaluation. Teacher evaluation, which takes place at school, is subject to scrutiny at the district, zonal and regional levels. Quota system has been introduced in the process. Because there are more qualified applicants for promotion than there are positions, candidates undergo further screening to align the number of promotion with vacancies. There is no appeals procedure to challenge the assessment and rewards outcome.

Annex B: Requirements for Teacher Qualification.

<i>Country</i>	<i>Minimum initial qualification</i>	<i>Admission requirements into qualification program</i>
Anguilla - Primary	4 subject passes CSEC or 'O' level subjects including English A/Associate Degree in Education Primary	4 CSEC subject passes including English A
Anguilla - Secondary	4 subject passes or 'O' level subject including English A/CAPE passes in specialist subjects/EDF Certificate in Education	First degree in relevant specialist area
Antigua & Barbuda - Primary	5 subjects at CXC/GCE: English A, Mathematics, Social Studies, Integrated Science, one other	<i>missing</i>
Antigua & Barbuda - Secondary	5 subjects at CXC/GCE with at least two units at CAPE or one advanced level subject.	<i>missing</i>
Grenada - Primary	Four (4) GCE/CXC 'O' level subject passes including English, Mathematics and a Science subject.	Common Entrance pass to Secondary schooling
Grenada - Secondary	Two (2) GCE 'A' level/CAPE subjects together with qualifications as for primary.	Territory Admission requirements (5 'O' levels) in GCE/CXC
St. Kitts & Nevis - Primary	Associate Degree In Education	Five (5) CXC (Mathematics, English, Science, Social Studies and any other
St. Kitts & Nevis - Secondary	Associate Degree In Education	Five (5) CXC (Mathematics, English, Science, Social Studies & CAPE/'A' level in area of specialization
St. Lucia - Primary	Five (5) GCE/CXC Subject passes with no previous experience	No Program - Common Entrance pass to secondary school
St. Lucia - Secondary	Two (2) 'A' level subjects with no previous experience	Tertiary admission requirement Five 'O' level subject passes
St. Vincent - Primary	From 2009/2010, Certificate in Teacher Training will be replaced by the Associate Degree	6 CSEC/GCE Subjects, Including Mathematics & English
St. Vincent - Secondary	Associate Degree (Teacher Training)	6 CSEC/GCE/CXC Subjects, 2 'A' levels (CAPE,GCE) including Mathematics & English

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