

Policy frameworks on contract teachers

- RECRUITMENT, TRAINING AND PROFESSIONAL DEVELOPMENT
- EMPLOYMENT CONDITIONS



Association for the
Development of
Education in
Africa



Ministère de l'Éducation, de
l'Alphabétisation et des
Langues Nationales du Mali



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Policy frameworks on the recruitment, training and professional development and employment conditions of contract teachers were elaborated at a workshop held in Dakar in July 2007 following the conference on contract teachers held in Bamako in November 2004. The document were subsequently finalized by the group of Dakar after the Bamako+5 conference on contract teachers held in October 27-29, 2009 in Bamako, Mali.

Financial support for this publication is provided from ADEA core funds to which the following organizations contribute: African Development Bank (AfDB); The World Bank; European Commission; United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations International Children's Fund (UNICEF); Federal Ministry for Foreign Affairs, Department of Development Cooperation, Austria; Canadian International Development Agency (CIDA); Ministry for Foreign Affairs, Finland; Ministry of Foreign Affairs, Department of International Cooperation and Development, France; German Cooperation; Irish Aid, Department of Foreign Affairs, Ireland; Japan International Cooperation Agency (JICA); Ministry of Foreign Affairs, Netherlands; Calouste Gulbenkian Foundation, Portugal; Swiss Agency for Development and Cooperation (SDC), Switzerland; Department for International Development (DFID), United Kingdom; United States Agency for International Development (USAID); Open Society Initiative of South Africa (OSISA).

Published by the Association for the Development of Education in Africa (ADEA). ISBN-10: 92-9178-113-4, ISBN-13: 978-92-9178-113-3

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First print run: July 2011.

A French edition of this book is available: ISBN 10 : 92-9178-112-6, ISBN-13 : 978-92-9178-112-6

Photos: © African Development Bank (AfDB)

Layout: Marie Moncet.

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Introduction

The question of basic education, raised since the 1990 Jomtien Conference and reaffirmed at Dakar in 2000, puts all countries, particularly African countries, in a new paradigm: in the 21st century, it is absolutely necessary for all children to attend school, irrespective of the resources available and the prevailing conditions. Education is a fundamental human right that must be secured for all because it is inseparable from human dignity.

This means that all of the countries striving to achieve Education for All (EFA) face huge shortages of teachers that can be overcome only at a very high cost. Worldwide, more than 18 million teachers need to be recruited by 2015, but it is sub-Saharan Africa that faces the greatest challenge, as its teaching force will have to increase by 68% over this period. The UNESCO Institute for Statistics estimates that more than 1.5 million teaching jobs must be created in sub-Saharan Africa to cope with the growth in enrollment, and that at least 3.5 million teachers will have to be trained over the next ten years (EFA Global Monitoring Report 2007, UNESCO/GMR, p. 55).

In addition, it is no longer acceptable to consider basic education as a means of selection and training of an elite class. In the EFA framework, a school providing basic education is also a school of good quality that is supposed to secure a certain number of learning outcomes and success for all.

Viewed in this light, the use of contract teachers offers a number of opportunities. All the countries that have taken this path have made very significant progress in enrollment. However, recourse to contract teachers undoubtedly entails risks for the quality of the education provided and for the retention and effectiveness of teaching staff.

The November 2004 Bamako Conference, jointly organized by ADEA, the World Bank and Education International, with the participation of representatives of teachers' unions, parent-teacher associations (PTAs), and the ministries of education, civil service and finance of eleven African countries, helped to share and elucidate the problems and issues related to policy on contract teachers in the context of EFA.

It emerged from the Bamako consensus in 2004 that the use of contract teachers is still unavoidable. However, countries need to meet certain minimum criteria for recruitment, training, contracts and terms of employment (see Appendix I). It is thus becoming increasingly urgent to implement a framework for resolving questions on the recruitment, training, social protection and career track of such teachers.

Policy Frameworks on the training and professional development of contract teachers

The Bamako Conference clearly revealed the need to rethink, clarify and, if necessary, adjust the approaches to and content of training and professional development for contract teachers, given their increasing numbers and the need to improve their performance on the job.

Recourse to the use of contract teachers occurs in a context marked by the need to extract a maximum return from investments in education, while at the same time optimizing the qualifications and the utilization of teaching staff in order to provide education of good quality.

Faced with a globalization process in which the frontiers of knowledge are constantly changing, the dramatic development of information and communication technology, and a context of scarce resources, African countries are hard pressed to cope with their high population growth and the growing demand for education arising from new challenges (the need for education in democracy, peace, citizenship, the environment, control of sexually transmitted diseases, AIDS, etc.).

Pre-service training systems for contract teachers, which have been adapted to varying degrees to take account of these realities, do not always give them the skills required to perform the job properly. Moreover, many African countries do not yet have a fully defined policy on in-service training. Given the importance of achieving the EFA goals by 2015, identifying appropriate training strategies has become a matter of top priority.

According to a study by the Program of Analysis of Education Systems (PASEC) of the Conference of Ministers of Education in French-speaking Countries (CONFEMEN) on “issues relating to new teachers and learning outcomes”, the teacher plays a preponderant role in the learning process.

Viewed in this light, it seems clear that, to inform the analysis and selection of viable teacher training practices, systematic examination should be given to the following:

- the profile of a qualified teacher;
- entry criteria for pre-service teacher training;
- principles of training for contract teachers;
- core skills to be delivered in pre-service training;
- the division of training provision between pre-service and in-service training;
- delivery systems for pre-service and in-service training;
- the professional development plan.

The profile of a qualified teacher

Three main characteristics are desired in a teacher:

- teaching aptitude,
- a professional conscience,
- and the ability to adapt and progress in the environment where he/she is called on to teach.

More than any other occupation, teaching requires professionalism: teachers must know how to organize, conduct and make a success of schooling so as to provide what learners, parents and society expect from an education and training system.

However, teachers reach this level of professional skill only if they display the love for teaching, discipline and open-mindedness needed to do the job.

In addition, they must be capable of becoming integrated into their teaching environment and set an example by their behavior.

In short, a qualified teacher is a professional teacher, capable of:

- planning, implementing and evaluating a sequential lesson plan at all levels of elementary school;
- displaying a good knowledge of practical school administration;
- working as part of a team;
- conducting action research;
- keeping up to date with professional matters;
- becoming integrated into the environment where he/she works;
- observing the rules of professional conduct.

Entry criteria for pre-service teacher training

Recruitment criteria should be defined on the basis of three closely related principles:

- **The principle that the teacher's profile should match the tasks required for the job**

There is general agreement that teachers should have a good command of the basics (languages of instruction, mathematics, science of space and time), so that they can help pupils to build their own stock of basic knowledge.

- **The principle of economizing resources and cost-effectiveness**

Pre-service training lasts for only a short period (three, six or nine months), often because of limits on resources and time. This forces policy-makers to consider that incoming trainees have acquired the necessary level of academic attainment in their general education, and hence that this material need not be systematically reviewed in pre-service training, which can instead be oriented more toward purely job-related matters.

- **The principle of equity**

The recruitment process should observe the principle of equity in choosing the men and women who will become teachers.

To ensure objectivity in the recruitment of contract teachers, at least three criteria should be

considered:

- Minimum level of academic attainment: certificate testifying to four years of post-primary education (brevet d'études de premier cycle [BEPC], brevet de fin d'études moyennes [BFEM] or equivalent);
- Passing a written test (60%) to check on the candidate's command of (a) the teaching language(s); and (b) mathematics¹;
- Passing an interview with the recruitment jury² (40%) to check on (a) oral expression, reading and communication in the language(s) of instruction; (b) reasoning ability; (c) motivation; (d) dress.

The interview with the jury is mainly an opportunity to gauge the candidate's commitment, open-mindedness, analytical and synthetic reasoning abilities, and most importantly, his or her previous experience and ability to adapt to the environment where he/she will be working.

1. In each country, the government, in conjunction with specialized educational institutions, should develop exercises matching the desired profile.
2. The jury is made up of education professionals and social partners (parents, communities, trade unions). Some countries have conducted experiments that are worth imitating: in Latin America, for example, communities are in overall charge of recruitment, with administration of the test of academic attainment being delegated to teachers.

Principles of training for contract teachers

Professional training for contract teachers is based on a number of basic principles.

a) General principles

- **The principle of linkage and continuity between pre-service and in-service training**

If pre-service and in-service training are to be effective and lead to the acquisition of real pro-

fessional skills in the medium term, they must be conceived of as a continuum, although it is both possible and necessary to divide up specific tasks and procedures between the two.

- **The principle of dynamic alternation between theory and practice**

Training of contract teachers should provide

balanced coverage of the theoretical and practical components, and these components should be mutually reinforcing.

- **The principle of openness and diversification**
Training programs should be more open, so as to offer richer and more up-to-date content through presentations by resource persons and organizations, and through the diversification of training locations. This gives contract teachers access to multi-purpose training that covers a variety of subjects and learning strategies.
- **The principle of involvement**
This principle can be put into practice by giving responsibility to trainees and through open learning practices³, self-assessment and a problem-solving approach for work-related problems. It is very useful in helping contract teachers to develop their teaching skills and thus to mature professionally.

b) Specific principles

■ For pre-service training

- **The principle of effective pre-service training**
Pre-service training should last at least six full months (i.e. at least 900 hours of course credits), with a training plan and mechanisms to allow trainees to use the time effectively to learn what is actually needed for the job of teaching.
- **The principle of having a single training venue**
Good monitoring and management of the training policy for contract teachers require that pre-service training take place in training institutions officially established for this purpose: teachers' colleges (*écoles de formation d'instituteurs – EFIs*), normal schools (*écoles*

3. The use of open learning techniques by contract teachers depends both on the skills acquired in initial training and on having a work environment that encourages such techniques.

normales d'instituteurs – ENIs) and teacher training centers (*centres de formation pédagogique – CFPs*).

- **The principle of cooperation among training institutions**
There should be linkages between theory and practice in the training provided, as well as at the institutional level between teacher training centers and other institutions (i.e. training schools, schools associated with or belonging to training centers). Such cooperation strengthens the shared and interconnected nature of teacher training.
- **The principle of versatility**
On completing pre-service training, teachers should be prepared to begin work not only in elementary school but also in preschool and non-formal settings.

■ For in-service training

- **The principle of local training and supervision**
The use of close-up training and supervision procedures within a given school's teaching staff or within local and/or province-level teacher study groups (*cellules d'animation pédagogique*) is conducive to the ongoing improvement of contract teachers. However, this requires that a sufficient number of people capable of providing such support (school principals, experienced teachers, educational advisers, etc) be available.
- **The principle of relevance**
In-service training becomes appropriate and effective when it is developed directly on the basis of practice. Such development should therefore be selective, based on demand from contract teachers or on identification of their teaching difficulties and real training needs.

- **The principle of diversification of training venues**
- The venues where in-service training is delivered will need to be diversified: teacher training centers, regional training centers, bodies specializing in fields of expertise that cover the qualification needs of contract teachers (NGOs, unions,

technical departments, etc.). To reinforce the strategies initiated in pre-service training, the diversification in-service training venues aims to establish a process of dialogue and to mobilize institutions and resource persons to meet the training needs of contract teachers in a satisfactory manner.

Core skills to be delivered in pre-service training

Core skills are the basic skills that are essential for adequate performance as a teacher. They are therefore defined to correspond closely to the expected profile of the teacher, not in terms of facts about the job to be memorized, but in terms of teaching know-how and professional skills.

The specific content of education and teaching courses is useful, to be sure, but it will serve no purpose unless it helps trainees to acquire a sustained ability to organize the teaching space; to plan, conduct and evaluate teaching and learning; and in short to contribute toward the improvement of the school system and the achievement of educational objectives.

In this respect, teacher training institutions will need to break with any tendency to promote encyclopedic accumulation of knowledge, and will need to establish an administrative system, teaching space and learning methods that are apt to develop professional skills. Among other things, the organization and planning of training, adherence to the schedule of activities, building trainees' sense of responsibility and confidence, and encouragement to the documentation, design, implementation and evaluation of teaching performance in training schools will be essential parts of the effort to instill the desired skills in contract teachers. In this way, pedagogical theory can be grounded in practice and vice versa, and contract teachers will learn to design and conduct educational activities effectively.

In accordance with these principles and the specific context of each country, training could aim for the acquisition of core skills in the four main subject areas below:

■ Subject area I — Pedagogy and didactics

- **Core skill 1**
Develop a sequential lesson plan (weekly, monthly, quarterly, annual) or other means of planning out teaching and learning activities.
- **Core skill 2**
Construct, implement and evaluate a teaching/learning sequence for a given grade.
- **Core skill 3**
Be able to read, write and teach in the languages of instruction.

■ Subject area II — Legislation and code of conduct governing the teaching profession

- **Core skill 4**
Develop and maintain relations of mutual respect and trust with the education community (pupils, other teachers, parents, etc.) and the government, in accordance with the ethical code of the profession and the laws and regulations in force.

■ Subject area III — Environment, population and sustainable development

- **Core skill 5**

Develop teaching/learning, communication and social mobilization strategies to address development, population and environmental problems (health, maternal and child care, drugs, sexual transmitted diseases, HIV and AIDS, etc.).

■ Subject area IV — Documentation, research and professional development

- **Core skill 6**
Conduct an action-research project to resolve a work-related problem or local community problem.
- **Core skill 7**
Design and implement an individual professional development plan.

This proposed division of training between the

pre-service and in-service phases reflects a progressive approach to the acquisition and reinforcement of professional skills.

Although in some cases the same skills are on the program for both phases, it goes without saying that only the rudiments are acquired in pre-service training (preparation for the job of teaching).

Opportunities to develop deeper, more mature teaching skills really arise only on the job. Such opportunities cannot really be exploited, however, unless institutional reform of in-service training is undertaken and contract teachers take an active role in improving their skills.

Ultimately, the proposed division of the total supply of training indicates how important it is to have a structured, coherent plan for initial training and professional development.

Proposed division of the supply of training between pre-service training and in-service training

| Subject area | Core skill | Pre-service training delivery | In-service training delivery |
|----------------------------------|---|--|--|
| I. Pedagogy and didactics | <p>Core skill 1</p> <ul style="list-style-type: none"> • Develop a sequential lesson plan (weekly, monthly, quarterly, annual) or other means of planning out teaching and learning activities <p>Core skill 2</p> <ul style="list-style-type: none"> • Construct, implement and evaluate a teaching/learning sequence for a given grade <p>Core skill 3</p> <ul style="list-style-type: none"> • Be able to read, write and teach in the languages of instruction. | <ul style="list-style-type: none"> • Subject-specific didactics and evaluation of learning outcomes • General teaching methods • Teaching methods ⇄ design, implementation and evaluation of strategies for running a class • Child psychology • Evaluation of learning outcomes • Bilingual teaching • ICT | <ul style="list-style-type: none"> • Subject-specific didactics • General teaching methods • Teaching methods ⇄ design, implementation and evaluation of strategies for running a class • Child psychology • Teaching in African languages • Bilingual teaching • ICT |

| Subject area | Core skill | Pre-service training delivery | In-service training delivery |
|--|---|---|--|
| II. Legislation and code of conduct governing the teaching profession | Core skill 4 <ul style="list-style-type: none"> Develop and maintain relations of mutual respect and trust with the education community (pupils, other teachers, parents, etc.) and the government, in accordance with the ethical code of the profession and the laws and regulations in force | <ul style="list-style-type: none"> Structure of the basic education system (law setting overall policy, regulations, organization charts, school leadership, etc.) School system authorities Management of schools and of relations with the government and communities Administrative correspondence Rules of professional conduct and ethics | <ul style="list-style-type: none"> Structure of the basic education system Management of schools and of relations with the government and communities Administrative correspondence Rules of professional conduct and ethics |
| III. Environment, population and sustainable development | Core skill 5 <ul style="list-style-type: none"> Develop teaching/learning, communication and social mobilization strategies to address development, population and environmental problems | <ul style="list-style-type: none"> Knowledge of local context Leadership techniques Strategies for combating STDs and HIV and AIDS Gender approach to education Education in peace and human rights Clarification of values ICT | <ul style="list-style-type: none"> Knowledge of local context and languages Communication and social mobilization techniques Strategies for combating STDs and HIV and AIDS Gender approach to education Education in peace and human rights ICT |
| IV. Documentation, research and professional development | Core skill 6 <ul style="list-style-type: none"> Conduct an action-research project to resolve a work-related problem or local community problem. Core skill 7 <ul style="list-style-type: none"> Design and implement an individual professional development plan | <ul style="list-style-type: none"> Initiation to analysis of practice Document-based research Initiation to action-research ICT Peer-assisted training Initiation to methods of self-evaluation and self-training | <ul style="list-style-type: none"> Techniques for analysis of practice Intellectual working methods Action-research methods ICT Distance training Peer-assisted training Practice of self-evaluation and open learning |

Delivery systems for pre-service and in-service training

Three levels of training with diversified strategies

| Training | Inter-training | Self-training |
|--|--|---|
| <ul style="list-style-type: none"> Theoretical training courses Seminars, workshops or conferences organized by school districts, calling on the expertise of secondary-level and university teachers; and of specialized bodies; of technical departments and other partners of the school system Close-up supervision by the principal⁴, educational adviser and inspectorate Distance training and ICT | <ul style="list-style-type: none"> At the level of individual schools: peer learning among teaching staff At the level of groups of schools: peer learning in teacher study groups organized to address needs identified by the participating teachers Preparation for professional exams in working groups | <ul style="list-style-type: none"> Open learning: access to the documentary resources available in the local community Preparation for professional exams Distance training using traditional media (educational journals, newsletters⁵, pedagogical textbooks, etc.) and ICT |

Professional skills are acquired through several means: the training delivered through official bodies (EFIs, ENIs, provincial inspectorate, etc.), learning from education specialists, interaction with teachers in service, and open learning.

These different levels of training reflect on one another, complement one another, and thus drive the process of connecting theory to practice. It is important to find the right combination of strate-

gies for these different levels, in both pre-service and in-service training.

- The school principal is the person most responsible for close-up supervision; consequently, the principal's role should be given increased importance and recognition.
- A major shortcoming in the training of contract teachers is the lack of educational journals and newsletters at country level, and of newsletters to exchange information between countries at subregional level.

Individual professional development plan

The Bamako Conference called for a pre-service training period of at least six months, followed by a professional development plan that includes in-service training and various teaching supports targeting in-service needs. To this end, a tool – the “career file” – is proposed here to help the teacher-trainee develop and implement this plan.

The career file should be started at the beginning of pre-service training and follow contract teachers throughout their careers. It is an essential tool for professional advancement that helps contract teachers to identify their needs during pre-service training and then meet them through in-service training.

To build their career files and implement their professional development plans, contract teachers need good support, particularly during the first five years of their careers. During this period, the involvement of CFPs, EFIs and ENIs may be critical to a successful transition between pre-service and in-service training.

These training institutions should work through school principals, inspectors and educational advisers, or whatever authority oversees the career file directly. Such involvement would lead teacher training centers to be attentive to the needs of “beginner” contract teachers and to stay well informed of the difficulties they face.

> The “career file” should therefore be made up of the following

■ During pre-service training

- Tracking sheet on the trainee’s skills and difficulties, completed by the CFP, EFI or ENI and the training school;
- Log kept by the trainee;
- Assessment (descriptive and forward-looking) made at the end of pre-service training to identify the trainee’s short- and medium-term in-service training needs (drawn up jointly by the trainee, the CFP, EFI or ENI, and the associated school);
- Evolving in-service training plan for the first

five years of employment (with proposed priorities for the first year).

■ During in-service training

- Self-appraisal report by the contractual (classroom practice; in-service training seminars, workshops and conferences attended; actions in the local community);
- Support plan negotiated between bodies that employ contract teachers and pre-service/in-service training institutions;
- Annual in-service training action plan: each contractual will receive credits for 90 hours of in-service training per year (the five-year training plan is updated annually).

Recommendations

- On the recruitment question, and particularly in order to give proper weight to academic selection criteria, each country’s government, in conjunction with institutions specializing in education, should develop exercises matching the desired profile. Similarly, to ensure equitable recruitment, a panel of education professionals and social partners (parents, communities, unions) should be formed to select candidates for a teaching post;
- Training should be conceived of as a continuum encompassing both pre-service and in-service training. In other words, pre-service training lays a foundation of the minimum required skills, to be supplemented and reinforced through a professional development program;
- In carrying out the training plan, trainers should take care to use the innovative teaching and learning methods that the contract teach-

ers themselves will be using in the classroom (activity-based instruction, working in small groups, classroom presentations, working in sections, diversification of training venues, etc.). Teachers have a natural tendency to reproduce the strategies used in their own preparation for the teaching profession (the isomorphism principle);

- Certification of pre-service training is essential for recognition of contract teachers’ experience; certification serves as a means of both assessing basic skills and identifying further training needs;
- Contract teachers should be deployed with all the basic materials and teaching supports (teacher’s guides, legislation, official programs, etc.) liable to provide information on their job;
- Given the importance of open learning and self-

training, proper conditions for these activities should be created by endowing CFPs, EFIs and ENIs with ample libraries, teaching documentation rooms and resource centers;

- As knowledge and technology are constantly changing, training must be an ongoing, dynamic process. The challenge will be to instill in contract teachers, right from their initial training, the skills needed for research, documentation and updating their know-how;
- In the in-service training process, the principal should be the person directly responsible for close supervision. To this end, his/her role should be expanded and recognized in several ways, including building of his/her capacity for teaching, monitoring and evaluation of learning outcomes, and through substantial measures to provide motivation;
- Measures should be taken to ensure and support contract teachers' professional development during their first five years of service: institutionalization of a given period of in-service training per year, an allowance for transport and/or participation in teaching-related courses, seminars and meetings, certification of training attendance and outcomes, etc.;
- The resources of higher education should be employed to support the training of contract teachers (human resources, research results, theses, pedagogical files, etc.);
- In view of the real contribution of ICT to research, documentation and training, the integration of these technologies in national training and professional development programs is a necessary condition for an effective qualification system for contract teachers.

Policy Frameworks on the employment, social protection and career management of contract teachers

This policy framework is intended as a first step in the development of a reference framework for detailed, appropriate treatment and implementation of hiring and employment procedures for contract teachers.

One of the major challenges noted at Bamako in 2004 and reiterated at Bamako + 5 was how to secure the occupational, social and moral rights of this growing category of teachers, in order to create the conditions needed for them to perform their jobs properly and contribute to the stability of educational systems, for which they constitute a resource of the first importance.

The current consensus and the limitations of individual countries' experiences in this regard can be used, along with international statutes and conventions on labor and employment law, as a basis for strategies to improve and gradually revise hiring and employment procedures.

This policy framework document is in three main parts:

1. Examination of current practice with regard to the employment contracts and deployment of contract teachers;
2. Principles and terms of employment;
3. Recommendations.

Examination of current practice with regard to the employment contracts and deployment of contract teachers

■ The current consensus

Virtually all of the countries that participated in the Bamako Conference have regulations, codified to varying degrees, governing the hiring and employment of contract teachers.

A consensus on these matters was reached at Bamako in 2004, despite the specific characteristics of each country and of the constraints they face:

- recruitment conditional on the candidate's having at least a junior secondary school certificate;
- commitment to work for a period of four years after a training period lasting three to six months;
- creation of a legal framework and an agency for the promotion of community initiatives;
- the integration (achieved or in progress) of contract teachers into the civil service;
- contracting of teachers by local communities in countries engaged in gradual decentralization, in countries in post-conflict and reconstruction situations, and in areas where contract teachers are recruited to teach in remote schools in the bush and paid by PTAs;
- social welfare support (room and board, etc.) provided by host communities.

New perspectives emerged at Bamako +5, in the light of country experiences:

- the principle that contract teachers should be recruited by the central government, although with the option of delegating this responsibility to local authorities in countries having a local civil service;
- taking account of contract teachers in service

in the non-formal education and early childhood sub-sectors;

- a halt to the recruitment of contract teachers with no pre-service training;
- the gradual raising of the minimum level of academic achievement required for recruitment of contract teachers (from the BEPC primary education certificate to the baccalauréat secondary education certificate);
- a holistic view of the teaching profession;
- mobility of contract teachers at national level.

■ Shortcomings in the employment and social protection of contract teachers

Many efforts have been made to establish hiring, pay and social protection systems for contract teachers, but observers have also noted a number of shortcomings which, without appropriate corrective measures, could undermine the policy on contract teachers or at least reduce its impact very substantially:

- The practice in some countries of recruiting contract teachers directly through discretionary authority and deploying them without pre-service training detracts from the image of contract teachers and lowers the quality of education.
- Low wages and, most importantly, the wage inequality between contract teachers and civil servant teachers doing the same work give rise, in many cases, to permanent discontent.
- The fact that many countries have neither a coordinated plan of professional advancement nor a well-developed social protection system

for contract teachers and offer difficult working conditions (a stark school environment, little in the way of teaching materials and documentation, etc.), gives rise to deep-seated frustration among contract teachers.

- Lastly, in most cases, late or irregular payment of salaries seriously disturbs the performance of

job-related tasks.

Given these shortcomings, a number of minimum terms of employment should be adopted, taking into consideration international statutes and conventions on the one hand, and the specific conditions found in African countries on the other.

Basic principles and minimum terms of employment

■ Basic principles on employing contract teachers

According to Article 23 of the 1948 Universal Declaration of Human Rights, *“Everyone has the right to work, to free choice of employment, to just and favorable conditions of work and to protection against unemployment”*.

Thus, not only does everyone have the right to work, but this work must be carried out under decent conditions. To meet this challenge, the ILO, at the time of its founding, devised a system of international labor standards promulgated through conventions and recommendations. Conventions concerned specifically with the situation of teachers include:

- C87, of 1948, on freedom of association and protection of the right to organize;
- C98, of 1949, on the right to organize and collective bargaining;
- C100, of 1951, on equal remuneration;
- C111, of 1958, on discrimination.

The ILO has set an agenda for decent work so that everyone will be able to obtain a decent job in a context conducive to social dialogue, social protection, job creation and observance of international labor standards. The 1966 ILO-UNESCO Recommendation concerning the Status of Teachers can serve as a benchmark for defining the minimum terms of employment for contract teachers.

In order to reach the goal of universal primary education in 2015, it will be necessary to hire 18 million teachers worldwide. For this reason, the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel encourages countries to initiate education system reforms in order to recruit as many teachers as possible, without civil servant status but in compliance with international labor standards. This will offer the advantage of greater flexibility in hiring teachers while staying in compliance with the law.

As the Bamako Conference made recommendations along the same lines, it is necessary to define a number of minimum terms of employment for contract teachers.

■ Minimum terms of employment

In the light of the Bamako recommendations, six minimum conditions are required.

- > **The central government has an obligation to provide contract teachers with**
 - pre-service basic training lasting at least six full months (approximately 900 hours);
 - regular pay enabling contract teachers to live decently.
- > **The teacher should not be in an unstable employment situation.**
 - The system must be in strict compliance with national and international labor legislation on

recruitment, training, pay and the guarantee of decent work ⁶.

> **The probationary period should not exceed two years, and this condition should be formalized in an employment contract.**

- The probationary period is a trial period agreed between the parties to allow the teacher to prove his/her ability to meet the contractual obligations and to allow the employer to evaluate its level of satisfaction with the teacher's performance. The term used to designate this period may vary across countries.
- During this period, each party is free to end the employment relationship with no prior notice. (See Appendix, "Standard contract for engagement on a trial basis".)

> **If the probationary period is satisfactory for**

6. See 1966 Recommendation, Title VII, Paragraph 45: "Stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of the teacher and should be safeguarded even when changes in the organization of or within a school system are made."

both parties, an open-ended contract should be concluded to govern the continued relationship between the teacher and his/her employer; the latter may be the central government, a local authority, a devolved central government body or a community. (See Appendix, "Standard open-ended employment contract".)

> **The teacher should have social security protection** including at least medical coverage and retirement pension⁷.

> **A career track offering sufficient incentives should be established.** This means that the various possible stages in a teacher's career are known to the teacher: conditions for promotion, job-related examinations, pay and possible changes of status.

A number of specific recommendations can be made to ensure that the above conditions are met.

7. See 1966 Recommendation, Title XI (Social Security), Paragraph 125: "All teachers, regardless of the type of school in which they serve, should enjoy the same or similar social security protection."

Recommendations

- Countries having two recruitment procedures (direct recruitment into the civil service and recruitment of contract teachers) are advised to reduce gradually the disparities between these two categories of teachers.
- Teachers' unions and other stakeholders shall be involved in setting education policy and in seeking consensual solutions⁸.
- Each country, based on its situation and the

8. See 1966 Recommendation, Title VII (Employment and Career), Paragraph 38, "In collaboration with teachers' organizations, policy governing recruitment into employment should be clearly defined at the appropriate level..."

constraints it faces, shall consider social protection measures, looking primarily to build on existing experiences (supplementary health, housing and consumer insurance, local civil service, agency to promote local initiatives, etc.).

- Countries shall take care to ensure that salaries are indexed and fair, balancing estimates of the number of teachers required against disposable national resources.
- Countries shall set up transparent recruitment systems and allocate at least 20% of their budgets to education.

Appendix 1. Standard contract for engagement on a trial basis

By and between

Party of the first part,

The employer,

Party of the second part,

The employee, identified as follows

Given names:

Surname:

Date and place of birth:

Parents:

Marital status:

Home address:

Pursuant to the following laws and regulations⁹

1.

2.

3.

It has been agreed as follows

The employee is hired by the employer in the capacity of :

teach in primary school for a period of:

This period is the probationary period.

The employee is subject to the common discipline and the requirements of the post pursuant to the laws and regulations listed above.

The employer undertakes to comply with labor law and regulations, and to provide the employee with:

- a gross monthly salary of:

- appropriate social security protection and retirement plan.

During the probationary period, the relationship between employer and employee can be terminated at the desire of either party, without prior notice, if it is established that the other party is at fault.

Done at,
the

Signed by:

The employee

The employer

9. List all legislative instruments governing the work of contract teachers.

Appendix 2. Standard open-ended employment contract Agreement

By and between,

Party of the first part,

The employer,.....

Party of the second part,

The employee, identified as follows:

Given names:

Surname:

Date and place of birth:

Parents:

Marital status:

Home address:

Pursuant to the following laws and regulations¹⁰

1.
2.
3.

It has been agreed as follows

The employee is hired by the employer in the capacity of :
to teach in primary school for an indefinite period.

**The employee is subject to the common discipline and
the requirements of the post pursuant to the laws and regulations listed above.**

The employer undertakes to comply with labor laws and regulations, and to provide the employee
with:

- a gross monthly salary of:
- appropriate social security protection and retirement plan.

Pendant la période d'essai, les relations de travail peuvent cesser par la seule volonté de l'une des
parties, sans préavis, si la faute de l'autre partie est établie.

Done at,

the

Signed by

The employee

The employer

.....
10. List all legislative instruments governing the work of contract teachers.

General recommendations for follow-up

Considering the complexity of the process that has been initiated, the main recommendation is to draft, through a participatory process, a subregional framework program on the recruitment, training, professional development, hiring, employment and social protection of contract teachers.

For efficient implementation of the subregional participatory process, a number of recommendations are hereby made on organizational, operational and strategic matters:

- availability of structured, accurate data on contract teachers in each country (legislation and executive orders relating to recruitment, hiring and employment policy; a detailed definition of the skills and knowledge to be acquired in pre-service and in-service training; personnel management statistics, etc.);
- use and take-up of the policy frameworks by all stakeholders involved in the utilization of contract teachers, particularly training institutions (EFIs and ENIs); ministries of education, finance and the civil service; teachers' unions; PTAs; and development partners;
- regular meetings of national consultative bodies bringing together government authorities, teachers' unions, PTAs and development partners;
- study and reorientation of the implementation of policy on contract teachers based on consensually developed technical reference frameworks;
- regular publication of educational journals and newsletters at country level, and newsletters to exchange information at the regional level;
- facilitation of sharing and dialogue between countries through systematic documentation and summarization of country experiences for purposes of sharing experiences and good practice. This could be done through better use of ICT.

COMMUNIQUÉ

BAMAKO CONFERENCE ON CONTRACT TEACHERS

21 – 23 November 2004, Bamako, Mali

Jointly organized by ADEA, the World Bank,
Education International
and the Ministry of Education of Mali

“ The Bamako conference on contract teachers took place from 21 to 23 November 2004. It was jointly organized by ADEA, the World Bank, Education International and the Mali Ministry of Education, and brought together representatives of the Ministries of Education, Finance, Employment and the Civil Service, as well as leaders of teacher unions and PTAs in 12 countries: Benin, Burkina Faso, Cameroon, Congo, Guinea, Madagascar, Mali, Mauritania, Niger, Senegal, Chad and Togo. Also attending were representatives of various development agencies and groups from civil society: Canadian International Development Agency (CIDA), African Development Bank (AFD), Agence Intergouvernementale de la Francophonie (AIF), African Development Bank (AfDB), International Labour Organization (ILO), Conference of Education Ministers of Francophone Countries (CONFEMEN), French Cooperation, German Technical Cooperation (GTZ, Deutsche Gesellschaft für technische Zusammenarbeit), International Institute for Educational Planning (IIEP), Educational Research Network for West and Central Africa (ERNWACA), Swiss Agency for Development and Cooperation (SDC), United Nations Children’s Fund (UNICEF), United Nations Educational, Scientific and Cultural Organization (UNESCO)/ International Institute for Capacity Building in Africa (IICBA), University of Quebec in Montreal (UQAM), Higher Institute of Education Sciences (ISSE, Institut supérieur des sciences de l’éducation)/Guinea, and CRIFPE (Centre de recherche interuniversitaire sur la formation et la profession enseignante de l’Université Laval) of the university of Laval.

The three days of discussion, informed by the data and findings of research, allowed participants to broaden and deepen their exchanges on the challenge of establishing the new category of contract teachers.

It was noted that:

- The experiments are occurring in the context of transition in which it is hoped that improved resources will allow them to move beyond this stage;
- These new teachers, recruited by countries facing both limited resources and enormous enrolment needs, have helped them make substantial progress towards education for all;
- But the great disparities in salary between one category of teacher and the next, carry a great risk of staff turnover, disaffection and frustration;
- The training these teachers received, which raised many questions about their qualifications and quality of performance, warrants further attention.

For these reasons, and while giving due consideration to the diversity of national situations, the Conference highlighted certain recommendations concerning the recruitment, training, working conditions and future prospects of contract teachers, to take account of the following:

- Ensuring that the level – BEPC or more – the recruitment conditions and selection through testing would guarantee that standards meet those of a primary school teacher;

- Ensuring that initial training of at least 6 months would be followed by a professional development plan that includes continuing education and various teaching supports targeting in-service needs;
- Offering an indeterminate contract that includes career planning, promotion opportunities, social protection, and the rights and obligations in accordance with the law;
- An effort to provide a fair salary that would provide a decent livelihood while still being compatible with the resources of the country and the obligation towards equity and thus education for all;
- To manage the simultaneous existence of different categories of teachers by standardizing recruitment, initial training and continuing education so as to gradually reduce the disparities while also anticipating special conditions arising from constrained growth;
- To structure and regulate the planned transition in keeping with improvements in internal and external resources so that there is a gradual convergence of salaries in the different categories – while also taking account of the enormous needs in recruitment and financial sustainability in a context

of implementing a complete, universal primary education for all children;

- Promoting social recognition and appreciation of the teaching corps at national and international level.

More internal effort to mobilize resources will be needed to translate these recommendations into action; the resources must be used more effectively and be allocated to education and, especially, primary education. It is also necessary that commitments made by the international community should give rise to increased aid at the same level as the needs identified.

The participants were pleased with the quality of discussion, the consensual results and the commitment from everyone to work towards conditions allowing the fulfillment of quality education for all. They thanked the organizers as well as the Malian government for its generous hospitality. Finally, they enjoined the participants to extend and deepen the dialogue at the national level, and to involve all the stakeholders.



Bamako, November 23, 2004

COMMUNIQUE

“BAMAKO + 5” CONFERENCE ON CONTRACT TEACHERS

27 – 29 October 2009, Bamako, Mali

PREAMBLE



We, the representatives from Ministries of Education, Finance and Public Service, Teachers’ Unions, Parent-Teacher Associations, NGOs and civil society organizations, attended from 27th – 29th October 2009 the Bamako + 5 Conference, jointly organized by the Ministry of Education, Literacy and National Languages of Mali, Education International (EI) and the Association for the Development of Education in Africa (ADEA), with the support of the Education Program Development Fund (EPDF) managed by the World Bank, in order to review progress made by eleven Francophone countries since the 2004 Bamako Conference. The Conference also provided an opportunity for experience sharing on recruitment, training and professional development of contract teachers with Lusophone and Anglophone countries.

- Reaffirming our commitment to the 2004 “Bamako Consensus”;
- Recognizing that the utilization of contract teachers is a short-term emergency measure;
- Aware that this option might entail risks for quality of learning and teaching, above all, when teachers have not received any pre-service training;
- Cognizant of the commitment of African Union Heads of State and Government to the Second Decade of Education for Africa, and the prioritization of teacher education to ensure the provision of sufficient and properly qualified teachers with the relevant knowledge, skills and attitudes to teach effectively;
- Affirming that education is a fundamental human right and an investment that empowers individuals

with knowledge, values and the skills they need to make choices and shape their future and meet the needs of social and economic development.

- Affirming that universal access to quality basic education and better learning outcomes are the drivers to achieve the Millennium Development Goals (MDGs) and Education for All (EFA) targets;
- Convinced that we could not provide quality education to the learners without an adequate stock of qualified and competent teachers, both male and female, that are properly deployed, well remunerated and motivated, as well as adequately supported;
- Recognizing that teachers are at the core of education delivery;

and

- Convinced that teaching is a profession and requires sufficient initial professional preparation; and
- Aware that tens of millions of African children are out of the formal school system and are only accessing education through non-formal structures which use thousands of poorly trained teachers with precarious working conditions.

RECOMMEND

- That recruitment of untrained teachers be gradually phased out by 2015.
- That all categories of teachers serving in formal and non-formal settings, as well as in the different subsectors of education, be recognized and supported in their professional and career development;

- That teacher training and professional development be set within a global vision that integrates life-long learning;

Actions by governments

- Accelerate the training and integration of contract teachers into the public service;
- Formulate policies and strategies that will ensure that all new teachers receive sufficient pre-service training;
- Increase the national capacity for training sufficient numbers of teachers and strengthen the capacity of existing teacher training institutions;
- Develop innovative and complementary ways of providing pre-service training and continuous professional development which include the use of ICTs and Open and Distance Learning platforms;
- Mainstream life skills, including HIV and AIDS prevention and mitigation, into teacher training and development programs;
- Develop teacher qualifications frameworks among countries based on minimum criteria and explore the possibility of creating joint teacher training programs;
- Reinforce school leadership through systematic training to support school improvement;
- Review, develop and adhere to criteria for training, recruitment and professional development of teachers;
- Set up transparent recruitment mechanisms based on agreed criteria both at the central and decentralized levels;

- Promote national policy dialogue among all stakeholders in order to ensure that the minimum budgetary allocation to education as a sector is no less than 20% of the national budget;
- Put in place education management information systems that generate reliable data to facilitate effective planning, implementation, monitoring and evaluation of education programs, including pre and in-service training, continuing professional development and other teacher management issues;
- Establish networks of both teacher training institutions and individual teachers at national, regional and international levels, and facilitate teacher mobility to promote exchange of information and sharing of experience.

Actions by ADEA and partners

- Support countries to develop, implement, monitor and evaluate training and upgrading programs for contract teachers using, among others, the two policy frameworks proposed by ADEA on:
 - a. Training and professional development of contract teachers;
 - b. Career tracks, opportunities for advancement, social protection guarantees, and rights and obligations of contract teachers.
- Set up partnership frameworks for supporting advocacy and capacity building activities in different countries in order to professionalize the teaching force for the achievement of EFA and MDGs.



Bamako, October 29, 2009



For more information:

Association for the Development of Education in Africa (ADEA)
African Development Bank (AfDB) – Temporary Relocation Agency
13 avenue du Ghana – BP 323 – 1002 Tunis Belvédère – Tunisia
tel: +216/ 71 10 39 86 – fax: +216/ 71 25 26 69
e-mail: adea@afdb.org – web site: www.adeanet.org