

Review of the Use of Contract Teachers

(A programme of the International Task Force on Teachers for EFA)

Concept Note (Version 13 May 2015)

I. Background

“Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all (by 2030)” is the (proposed) education target in the global Sustainable Development Goals (SDG) framework. In the same framework, teachers are considered as one of the “Means of Implementation” of all the education targets, and by extension, of the SDG’s.

In fact, there is a broad consensus on the fact that teachers are central in the provision of quality education to all. With the impetus created by the Education for All (EFA) goals in 2000, countries in all parts of the world have increased opportunities to access school: between 1999 and 2011, the number of children out of school fell almost by half.¹ This has created the demand of expanding the recruitment of teachers, which unfortunately has exacerbated the equity gap in education. Not all learners are taught by teachers with the appropriate training, professional qualification and motivation; but also the teaching force includes individuals with a diversity of support and status.

Resort to the recruitment of contract teachers² is a worldwide practice, due to different factors and with different implications for teaching and learning, teacher management, learning outcomes, the social perception of the teaching profession, etc. Various types of contractual teachers have been used in even high-income OECD countries, for different reasons. However, the phenomenon has taken more significant proportions in sub-Saharan Africa in particular. Governments, development partners, teacher educators and researchers, teachers and teacher organizations, communities and parents, students themselves are all concerned by the profile of the individuals who are entrusted with the education of children in schools.

¹ UNESCO (2014). EFA Global Monitoring Report 2013/4: Teaching and Learning.

² The working definitions of contract and non-contract teachers are as follows:

- **Contract teacher:** This refers to teachers who agree to work outside an employment relationship. As such, they receive a salary for the work they do, but have no other benefits (such as paid leave, pension or health insurance), such as those that apply under public-sector employment laws and those that apply under private-sector employment laws.
- **Open-ended appointment teacher:** This refers to an employment contract that has no expiry date. The contract terminates when the employee leaves the job or retires, or when valid reasons (usually serious incompetence or misconduct) allow the employer to terminate the contract.

(Source: World Bank “SABER-Teachers: Data collection instrument”)

To this end, in 2004, the Association for the Development of Education in Africa (ADEA), in partnership with the World Bank and Education International (EI) organized a conference in Bamako (Mali) to address the recruitment and employment of contractual teachers in French-speaking African countries. The conference recommended the development of a policy framework to assist governments in gradually integrating and providing professional development for contractual teachers in French-speaking countries (“Bamako Consensus”). In 2009, a follow up Conference on Contractual Teachers (Bamako +5) was organized to learn about the scale of the use of contractual teachers in Africa, as part of the overall efforts to respond to the teacher gap on the continent. The conference provided opportunities to share good practices relating to the recruitment, training, use, professional development and career management of contractual teachers.³

These two conferences reflect the commitment of the education stakeholders in the region to explore ways for reconciling the quantity needs but also the quality imperatives with regards to teacher requirements to achieve the EFA goals. Five years plus after Bamako +5, it is pertinent to revisit the situation in various countries of the region and assess how achievements and remaining challenges could inform a context-sensitive implementation of post-2015 education agenda. More specifically, the global education community has underscored the right of all learners to be “*taught by qualified, professionally-trained, motivated and well-supported teachers*”. How could the countries of the region and their partners address persisting teacher challenges and create opportunities for realizing this global goal? How could equitable quality education be provided to all learners if a category of practitioners are underpaid and tend to have little formal training and to be employed under less favorable terms than regular civil service teachers?⁴

In pursuing its mandate of knowledge dissemination for informed teacher policy and practice and promoting information and knowledge-sharing, the International Task Force on Teachers for EFA (henceforth, Teacher Task Force) is proposing to mobilize its partners and review the status and the qualification of teachers in selected sub-Saharan Africa. This review will have two dimensions: (i) the preparation of a report on the participating countries; and (ii) the organization of an international conference in one of the countries where the conclusions of the report will be shared among decision-makers, practitioners and researchers from the region and beyond, and development partners supporting education.

II. Reviewing the use of contract teachers in 23 countries in sub-Saharan Africa

Informed teacher policy making is essential for effective and sustainable implementation and the efficient management of the teacher stock. The teacher-related target as “*Means of Implementation*” in the education-related target in the SDG calls for the increase of the supply of qualified teachers and teacher training. In order to define the long-term need for trained teachers and the nature, scope and levels of training to offer, it is important to take stock of the current situation. To this end, the Teacher Task Force

³ ADEA, Ministry of Education, Literacy and National Language of Mali, the World Bank and Education International (2009). Communiqué: “Bamako +5” Conference on Contractual Teachers. <http://www.adeanet.org/adeaPortal/adea/downloadcenter/bamako/Bamako%20COMMUNIQUEFinal-eng.pdf>

⁴ UNESCO (2014). EFA Global Monitoring Report 2013/4: Teaching and Learning.

has developed a questionnaire to be used by a national team under the coordination on the TTF focal point to collect country information and produce a report. (The questionnaire and the template for reporting will be circulated later.)

1. Participating countries

Twenty-three (23) countries have been identified to be part of the review. They include: Benin, Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad, the Republic of Congo (Brazzaville), Eritrea, Ethiopia, Gabon, the Gambia, Guinea, Guinea Bissau, Kenya, Liberia, Malawi, Mali, Mozambique, Niger, Senegal, Togo, Uganda and Zambia. These countries are either: (i) members of the Teacher Task Force in sub-Saharan Africa; or (ii) have a significant experience on the use of contract teachers that could inform others.

2. Methodology

Objectives of the review

The review of the use of contract teachers⁵ aims to:

- a. Map out the employment status of teachers by type of contract (see the working definition of contract and open-ended appointment teachers)⁶;
- b. Document: (i) the nature and effects of diverse status of teachers on educational systems; and (ii) perceptions regarding contract teachers, particularly on their living and working conditions, motivation, satisfaction and professional identity;
- c. Identify good practices in terms of the professionalization of contract teachers and opportunities for professional development
- d. Propose implementable policy options for improving teachers' professional identify and status, pathways to professionalization of contract teachers, recruitment, deployment of trained and qualified teachers for all learners, and social dialogue for offering decent working conditions to teachers.

Responsibilities

The country focal points of Teacher Task Force, who are appointed by the national education authority of their respective countries, are responsible for coordinating the team that will produce the country report in collaboration with the Teacher Task Force secretariat. The secretariat will provide funding: (i) to hire a local consultant to draft the country report; and (ii) to organize consultations with key local stakeholders in each country.

⁵ See p.1, footnote. Note that various terms may be used to refer to “contract teachers” depending on the context of countries. For example, PTA teachers who are paid by schools using funds raised at the school level in order to address the shortage of teachers can be seen as “contract teachers”.

⁶ The mapping covers teachers at primary, lower-secondary and upper-secondary levels. The differences of teachers' status between public and private schools will also be documented.

Task and timeline

The country focal points of the Teacher Task Force, in collaboration with the secretariat, will undertake the following tasks:

	Tasks	Timeframe
1	Hire a local consultant to facilitate data collection, organization of the interview and meetings, and drafting the country report.	Mid-May
2	Collect the country-level information on the use of contract teachers (by questionnaires and interview).	End of June
3	Analyze the data and information collected and draft the country report, following an outline proposed by the secretariat.	End of July
4	Share the initial draft of the report with local key stakeholders for feedback.	Mid-August
5	Revise the draft report, and submit the final draft to the Teacher Task Force secretariat.	End of August

The 23 country reports will be presented at the international conference which will be held in 2016.⁷ A synthesis of the 23 country reports and the outcomes of the conference will be prepared and published after the international conference.

3. Outputs

The output of the review will be as follows:

- 1) A country report on the use of contract teachers in each of the 23 countries. The content of the review will include:
 - a. The mapping of the employment status of contract teachers in comparison with other open-ended appointment teachers;
 - b. The influence of using contract teachers on: (i) policies; (ii) public perception; (iii) professional identity and the social status of teaching profession⁸; (iv) finance; and (v) teachers' motivation and satisfaction;
 - c. Programmes provided to support contract teachers, if any (such as programmes to help contract teachers get some professional training);
 - d. National strategies or reforms implemented or considered by decision-makers and stakeholders in relation to the professionalized teaching force;
 - e. Recommendations for policy options that could promote: (i) the professionalization of unqualified or untrained teachers for effective learning; (ii) social status and professional identity of teaching profession; and (iii) social dialogue to ensure decent working conditions for all teachers.
 - f. Policy options for strengthening the capacity of teacher training institutions.

⁷ See pp.5-6 "III. The international conference of the use of contract teachers".

⁸ This includes working and living conditions of teachers themselves, in terms of remuneration, social security, access to training, and freedom of association.

- 2) A synthesis of the 23 country reports (to be completed after the international conference) will include:
 - a. A stocktaking of the various experiences, highlighting good practices and challenges encountered with the use of contract teachers,
 - b. Recommendations for policy options that could promote the professionalization of teaching, while promoting social dialogue to ensure effective learning environments; and
 - c. Recommendation for intra-/inter regional partnerships, collaboration and knowledge sharing

III. The international conference of the use of contract teachers

1. Organizer

The Teacher Task Force will organize a 3-day international conference in Dakar (Senegal) on 6-8 October 2015, in collaboration with the Ministry of Education in Senegal and UNESCO office in Dakar, to disseminate the findings from the review of the use of contract in sub-Saharan Africa and to exchange knowledge of policies and practices related to the use of contract teachers with key stakeholders from all regions of the world.

Planning to be held in the week commemorating the World Teachers Day, the conference will also feature side events for various agencies and partners to showcase their innovative experiences in the reinforcement of teacher competencies in specific subject areas, such as mathematics, science and engineering, and organize hands-on workshops for practitioners.

Key relevant partners of the Teacher Task Force will provide technical inputs on: (i) the preparation of relevant materials; (ii) organization of the conference; and (iii) the follow-up actions. The partners will include, but not limited to:

- The African Union Commission
- The Association for the Development of Education in Africa (ADEA)
- The African Development Bank (AfDB)
- Organisation Internationale de la Francophonie (OIF)
- Conférence des ministres de l'Éducation des États et gouvernements de la Francophonie (CONFEMEN)
- Education International (EI)
- Global Partnership for Education (GPE)
- Action AID
- Centre for International Teacher Education (CITE), Cape Peninsula University of Technology
- Commonwealth Secretariat
- Gesellschaft für Internationale Zusammenarbeit (GIZ)
- Humana People to People
- International Labour Organization (ILO)
- Norwegian Agency for Development Cooperation (NORAD)
- Organisation for Economic Co-operation and Development (OECD)
- Teach for All

- UNESCO entities (IIEP, Pôle de Dakar, UIS, IICBA)
- VSO International
- The World Bank

2. Objectives and expected outcomes

The conference aims to provide knowledge sharing opportunities on the status of various contract types of teachers within educational systems in sub-Saharan Africa and in other regions. The experiences of countries outside Africa will be shared in order to enrich the debate and deepen understanding of raising the professional identity and social status of the teaching profession; the efficiency and effectiveness, sustainability, costs and pedagogical impacts of the use of contract teachers on educational systems, etc. The issue of decent working conditions of teachers and teachers' motivation and morale will also be discussed. As a result, policy makers will be able to consider evidence-based effective policy interventions to ensure all learners are taught by well-trained, well-qualified and motivated teachers.

3. Participants

Overall 100 participants are expected from all regions of the world (Asia and the Pacific, Arab states, Europe, North America, Latin America and the Caribbean, and sub-Saharan Africa), including:

- Officials of national and/or regional education authorities;
- Representatives of teacher organizations or teacher associations;
- Officials of relevant international, sub-regional and regional organizations working on teacher policy issues;
- Experts of NGOs working on teacher policy issues; and
- Researchers on teacher policy issues.

Since the primary focus of this conference is the countries in sub-Saharan Africa, a wider participation of key stakeholders from African countries and organizations will be ensured.

IV. Timeframe

1. Review of the use of contract teachers

	Items	Responsibility	Timeline
1	Consult the concept of the review and the questionnaire with the key partners.	TTF secretariat, TTF key partners	(Done)
2	Circulate the concept note to TTF members and partners (in all regions). Circulate the guideline to produce the country review to the TTF focal points of the selected 23 countries in sub-Saharan Africa.	TTF secretariat	(Done)
3	Hire a local consultant to facilitate data collection, organization of the interview and meetings, and drafting the country report.	TTF country focal point and local consultants	Mid-May
4	Collect country-level information on the use of contract teachers (by questionnaires and interview)		End of June
5	Analyze the data and information collected and draft the country report, following an outline proposed by the secretariat.		End of July
6	Share the initial draft of the report with local key stakeholders for feedback.		Mid-August
7	Revise the draft report and submit the final draft to the Teacher Task Force secretariat.		End of August
8	Translate the 23 country reports and circulation.	TTF secretariat	End of September
9	Present the 23 country reports at the international conference of the use of contract teachers.	TTF secretariat, participants	TBD
10	Prepare a synthesis of the 23 country reports and the outcomes of the international conference.	TTF secretariat	TBD

2. The international conference of the use of contract teachers (TBD)