

Inter-Agency Network for Education in Emergencies (INEE) paper for CEART: Teacher Compensation in Fragile Contexts

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From Sudan to Afghanistan, children affected conflict and natural disaster describe education as a means of bringing light into the darkness of their lives. One Sudanese refugee in Chad said:

In this war, our cattle has been taken and we had to flee our land. We had to leave behind all of our possessions. The only thing we could bring with us is what we have in our heads, what we have been taught – our education.

This statement describing the vital importance of education to people living in or fleeing from emergencies, whether they be caused by man or nature, is far from unique. In emergency situations, quality education provides physical, psychosocial and cognitive protection, which can sustain lives and even save them. Yet, for millions of children affected by disaster and crisis, the right to education remains an unfulfilled promise:

- Worldwide, approximately 75 million children are out of school¹ more than half of them are living in conflict-affected states.² Millions more are living in situations affected by natural disasters.
- In conflict zones, 20 million girls are out of school, and girls account for only 30% of the refugees enrolled in secondary school.
- Globally, 18 million new primary teachers are needed by 2015 to achieve universal primary education: 7.8 million for Asia, 3.8 million for Sub-Saharan Africa.³ The areas that most need education personnel are countries affected by emergencies and disasters.

All people have a right to education, and those affected by emergencies are no exception, even during conflict and natural disasters. The Universal Declaration of Human Rights (1948) articulates the right to education without discrimination. It also declares three other rights. Primary education should be free and compulsory. Secondary education in its different forms, including technical and vocational training, should be made available and accessible to all by every means appropriate. Finally, the higher levels of education should be accessible to all on the basis of merit. Since then, many international treaties have reaffirmed these rights, including the Convention Relating to the Status of Refugees (1951); the Geneva Convention (IV) Relative to the Protection of Civilian Persons in Time of War (1949); the Covenant on Economic, Social and Cultural Rights (1966); the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW, 1979) and the Convention on the Rights of the Child (CRC, 1989).

Moreover, the Jomtien Declaration (1990); the World Education Forum Framework for Action (2000) promoting Education for All (EFA); the Millennium Development Goals (MDGs, 2000); and the Guiding Principles in Internal Displacement have reaffirmed, and in some cases extended, the right to

¹ Education For All Global Monitoring Report 2009.

² Save the Children, Last in Line, Last in School, 2009

³ Power Point: Meeting of The International Task Force on "EFA" Teachers for EFA, presented by Steven Obeegadoo Paris, 22 June 2009.

education to which states had already committed through the human rights conventions. These declarations pay specific attention to education in crisis situations, including those that produce displaced populations such as refugees and internally displaced persons; they stress early childhood education, learning programmes for all young people and adults, and improved quality in existing education programmes. Education is an enabling right; it permits people to exercise other fundamental rights and thus provides a platform from which other Millennium Development Goals can be achieved.

In crises contexts, education sustains life by offering safe spaces for learning and by making it possible to identify and support seriously affected individuals, particularly children and youth. Education mitigates the psychosocial impact of conflict and disasters by providing a sense of normalcy, stability, structure and hope for the future. Quality education can save lives by providing physical protection from the dangers and exploitation of a crisis environment. When a child is in a safe learning environment, he or she is less likely to be sexually or economically exploited or exposed to other risks, such as recruitment into a fighting group or organized crime. In addition, education can convey life-saving information to strengthen critical survival skills and coping mechanisms, such as how to avoid landmines, how to protect oneself against sexual abuse, how to prevent HIV/AIDS, and how to access health care and food.

Teacher Compensation: An Essential Component of Safe, Quality Education in Crisis Contexts

Along with structures, supplies, curricula and furniture, appropriately qualified teachers are critical for the provision of quality, relevant and protective education. In emergency situations or during transition and recovery, teachers not only enable children to continue learning but they also provide life-saving information and serve as a source of reassurance and normalcy for children and the wider community.

Yet the world faces a shortfall of 18 million teachers in the coming decade and the areas most desperately in need of teachers are those affected by disasters and conflict. Thus strategies for ensuring that teachers are appropriately compensated are vital in attracting teachers to the profession, retaining them once in position and keeping them motivated to provide quality education.

In emergency settings, case studies from Afghanistan, the DRC, Ethiopia, Guinea, Pakistan, Sierra Leone, Somalia, Sudan, Tanzania, the Thai-Burma border and Uganda demonstrate that a lack of funding and a lack coordination between the government, community and a myriad of non-governmental actors often obstructs access to and the continuation of quality education along the continuum between relief and development.⁴ On top of these challenges are ones of basic

⁴ Evidence for this information on the challenges to teacher compensation in fragile contexts, as well as the good practices explored later in this paper, has been culled from a series of case studies from Liberia (submitted by the International Rescue Committee (IRC), Southern Sudan (submitted by the World Bank) and Darfur (submitted by UNICEF) highlighting challenges, solutions and good practices prepared first for an INEE Roundtable on teacher compensation in 2006. In addition, these challenges, good practices and lessons learnt have been culled from a series of case studies on teacher compensation prepared by INEE members around the world (all case studies can be found at: www.ineesite.org/teachercomp): **Afghanistan** (submitted by IRC/PACE-A, authored by Helen Stannard); **DRC** (submitted by Norwegian Refugee Council, authored by Mary Ombaka; submitted by War Child Holland, authored by Eveline Jansveld and Nicola Reiss); **Ethiopia** (submitted by IRC, authored by Bahereh Smith); **Guinea-Conakry** (submitted by IRC, authored by Aissatou Balde), **Mozambique** (submitted by ActionAid International, authored by Akanksha Marphatia), **Pakistan** (submitted by UNICEF, authored by Hugh Delaney), **Sierra Leone** (submitted by Action Aid, authored by Akanksha Marphatia), **Somalia** (submitted by World Vision, authored by Jacqueline Wattimah); **Sudan** (submitted by Development Alternatives Incorporated, authored by Um Elhassan Yousef Gifoon; submitted by UNICEF, authored by Jill Zarchin; submitted by NRC, authored by Mary Ombaka; submitted by Save the Children Sweden, authored by Rose

infrastructure – there is a lack of functioning banks outside of the major cities and a lack of basic infrastructure – most notably safe roads – that preclude teacher payment, particularly in rural areas. Until recently, there has been no collaborative effort to map the challenges and provide guidance to policy makers and practitioners grappling with the issue of teacher remuneration and support in these contexts. This has led to inconsistencies in the eligibility for, amount and frequency of teacher salaries, stipends or non-monetary support among and within government ministries, NGOs and UN agencies. While qualified teachers are critical for the provision of quality, protective education, the result is that they often go unpaid in the midst of or aftermath of crisis, resulting in them leaving the profession, often joining international agencies who can provide sustainable payment. In the long-term, these insufficiencies and inconsistencies can lead to a brain drain from the teaching force thus weakening education systems. Non-payment of salaries can also contribute to social unrest, and to situations in which children are not able to learn and are vulnerable to exploitation.

While the chances for long-term pacification increase significantly if a conflict-affected population is educated, the converse is also true. Unequal access to social and economic opportunity, including education, is often a cause of conflict. Therefore, education reform is often a first essential necessary for sustainable peace. Crises offer an opportunity to work with governments and communities to develop human security and social transformation by creating more equitable school systems, including on compensation issues.

Holistic Teacher Compensation and Support: InterAgency Good Practice

An established system for teacher recruitment, training, support, supervision and compensation increases teacher motivation; helps to stabilise the education system thus effecting control, professionalism and accountability; decreases teacher absenteeism and high levels of turnover; protects the investment made in teacher training; and ultimately increases the quality and availability of education for children. Teacher salaries often make up in excess of 75 per cent of any given country's total spending on education. Thus, providing possible solutions to the challenges of teacher compensation in fragile contexts is both directly and indirectly a contribution to the global Education for All (EFA) initiative.

Therefore, thousands of members of the Inter-Agency Network for Education in Emergencies pooled together their expertise and knowledge – across countries and agencies – to create a set of global of qualitative standards and indicators: the *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* (INEE Minimum Standards) that provide guidance on how to meet the fundamental right to education in difficult circumstances. The standards, indicators and guidance notes provide a common framework across actors to provide protection and coordination for safe access to education at the start of an emergency while laying a solid foundation for holistic, sustainable and quality education during reconstruction and development. Moreover, by utilizing the standards *in advance of any disaster*, they also serve as a preparedness tool with which to build the capacity and resilience of systems. This harmonized framework of principles and paths of action enables participants to coordinate their action and accountability as they prepare for and establish safe, quality educational activities to be used during emergencies and continued through to recovery.

A central component of the development of these standards was a bottom-up approach, which included students, teachers and local community members directly giving their voice to the process via hundreds of local consultations that took place around the world during the initial phases of this project. They were developed with the participation of over 2,250 individuals from more than 50 countries, and as such, the standards reflect global consensus on good practices and lessons learned across the fields of education and protection in emergencies and post-crisis situations as well as the right to education as articulated in the Convention on the Rights of the Child and other bodies.

As such, the INEE Minimum Standards provide a common language between different stakeholders to promote the continuation of holistic education preparedness and response, covering the essential areas:

- Community Participation
- Analysis
- Access and Learning Environment
- Teacher and Learning
- Teachers and Other Education Personnel
- Education Policy and Coordination

On the issue of teachers, the standards give guidance as to how to train, manage, compensate and monitor teachers, providing them with the necessary materials, support and supervision. For instance, in fragile contexts, the recruitment and selection of teachers and education personnel must be participatory and transparent and based on set criteria. When possible, education staff should be drawn from the affected population. This allows for integration into education programmes of cultural traditions, customs and experiences that respect the positive practices, belief systems and needs of the affected population(s).

Once recruited, appropriate training of teachers and other education personnel is essential, not only in basic subjects, but also in subjects especially relevant for emergency situations. Further training to cope with the psychosocial needs of the population is often needed.

Teachers and other education personnel should work together with the community to develop defined conditions of work and a code of conduct. They must be employed under clear contractual arrangements, which spell out their entitlements (salary or incentive, working days and hours, working conditions, etc.) and their responsibilities and duties. The code of conduct should set out clear standards of behaviour for teachers and education personnel and specify the consequences for persons who do not comply with these standards. Obtaining the support of the affected population for education will help both the process of recruiting and keeping teachers and education personnel and the willingness of parents to send their children to school.

Teachers and other education personnel should be appropriately compensated, on a regular basis and related to the level of professionalism and efficiency of work. In order to bring this about, international actors should coordinate with education authorities, community education committees (CECs) and NGOs to develop appropriate strategies, and agree to use fair, acceptable and sustainable remuneration scales for the various categories and levels of teachers and other education personnel.

In areas of crisis, teachers and education personnel, like everyone else in the community, have to come to terms with what they have experienced and try to rebuild their lives. Teachers – whether of formal or non-formal programmes -- need support to cope with the emergency and to help deal with the trauma and stress resulting from the disaster or conflict. Support mechanisms must be provided that help them support each other, as well as equip them with the tools and skills necessary to improve the well-being of learners.

Teachers and education personnel also need support in the form of supervision. At the community

level, parents, village leaders, community education committees and local government officials need training in how to monitor and support the education programmes in their areas. When affected populations are empowered to take control of their education programmes, they exercise their right to self-reliance and can find solutions to their problems. Community participation in the support and supervision of education personnel promotes a productive relationship between the community and the teacher in the learning environment. The performance of school management, teachers and other education personnel should be constantly monitored and evaluated to ensure quality and the continued support of the affected population. It is important that the monitoring and evaluation take the form of guidance, not only of control. Monitoring and participatory evaluation are integral to improving teacher performance and practice. Staff performance appraisals, as much as possible, should be a positive learning experience for teachers.

Teacher Compensation: Good Practice Guidance

Even with this guidance within the INEE Minimum Standards, practitioners and policy makers called for more concrete strategies derived from good practices and lessons learnt on the specific difficult issue of teacher compensation. Therefore, INEE and several of its members agencies -- the International Rescue Committee (IRC), Save the Children Alliance, Women's Commission for Refugee Women and Children, UNESCO, UNHCR and UNICEF – facilitated a global consultative process from 2006-2008 including several inter-agency workshops and a peer review process with education experts and a variety of stakeholders to:

1. Identify and discuss challenges to providing consistent, equitable compensation to teachers;
2. Share and examine promising practices in compensating teachers that can be replicated or brought to scale; and
3. Develop a clear set of guidance notes through broad-based research, consultation and collaboration.⁵

The ensuing INEE Guidance Notes on Teacher Compensation in Fragile States, Situations of Displacement and Post-Conflict Recovery (INEE Guidance Notes on Teacher Compensation) provide a frame of reference for discussions about teacher compensation in situations where the responsible public authority is unable or unwilling to effectively coordinate and monitor the employment of teachers. They are built upon previous policy and standards texts⁶, including the guidelines on teachers' salaries and related teacher policies contained in the ILO/UNESCO *Recommendation concerning the Status of Teachers* (1966), as well as strategies and lessons learned on teacher motivation and compensation culled from a series of case studies on teacher compensation prepared

⁵ Once drafted, the INEE Guidance Notes were shared with a diverse group of Resource Experts via e-mail and also in person through a series of consultative workshops in New York, Washington DC, London, Paris, Niamey (Niger) and Istanbul. ActionAid, Save the Children UK, UNESCO, UNICEF, the World Bank and the Women's Commission for Refugee Women Children served as hosts for the various workshops. Resource Experts and participants at the workshops included representatives from conflict-affected communities and government ministries, teachers, field staff from international and local NGOs, UN agencies, donors and experts from other civil service sectors. The consultant team from CfBT Education Trust incorporated feedback from these workshops and individual input into a newer version of the Guidance Notes in order to create an improved, more comprehensive and relevant tool to address teacher compensation challenges.

⁶ Principles drawn from: DAC Principles for Good International Engagement in Fragile States and Situations (2007); EFA-FTI Progressive Framework (2006); INEE Good Practice Guide on the Compensation and Payment of Educational Staff (2006); UNICEF Resource Tool Kit for Education in Emergencies (2006); Paris Declaration on Aid Effectiveness (2005); INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction (INEE Minimum Standards) (2004); Chapter 16 on Teacher Motivation, Compensation and Working Conditions within the UNESCO IIEP Guidebook for Planning Education in Emergencies and Reconstruction (2002); UNESCO Guidelines for Education in Situations of Emergency and Crisis (2002); UNHCR Education Field Guidelines (2003); UN Security Council Resolution 1325 on Women, Peace and Security (2000); UNESCO/ILO Recommendations Concerning the Status of Teachers (1996 and 1966); Beijing Platform for Action (1995); UN Convention on the Elimination of All Discrimination Against Women (CEDAW) (1979); and the UN Convention on Refugees (1951).

by INEE members around the world: Afghanistan, the DRC, Ethiopia, Guinea, Pakistan, Sierra Leone, Somalia, Sudan, Tanzania, the Thai-Burma border and Uganda.

Compensation comprises both monetary and non-monetary support; the latter encompasses a very broad range of in-kind payment (such as provision of food, shelter, health care, transportation, and personal items) and contains here a range of other strategies to help support and motivate teachers, including the provision of teaching materials and training. The Guidance Notes consider both types of compensation, regarding non-monetary support as an often necessary supplement to wages, or as a form of incentive to both motivate teachers to remain within the profession and volunteers to participate. In addition to the forms of compensation, the Guidance notes also considers other forms of non-monetary compensation, namely:

- *Opportunities for professional development and support*, including training, mentoring, effective supervision and management. These are often combined with stipends or allowances. For example, unqualified teachers involved in the Partnership for Advancing Community Education in Afghanistan (PACE-A) project in Afghanistan receive 30 days of training per year. For participating, they also receive a per diem and travel allowances equivalent to US\$5 per day. In addition, trainees receive classroom support from trainers.
- *Improved working conditions*, which may involve physical working conditions, such as the provision of school desks, benches and fences so that the school is secure; access to teaching and learning materials such as curriculum, teaching guides, textbooks and stationary; and manageable pupil-teacher ratios ($\leq 40:1$).

These support mechanisms relate more broadly to the employment terms and teaching and learning conditions for teachers rather than to direct teacher compensation. They are included in the final section of the Guidance Notes due to the significant effect that they have on teacher recruitment, performance, motivation and attrition.

Even in the most fragile of contexts teacher compensation will be shaped by market forces. The value and form of compensation will be affected by the cost of living, the demand for teachers and other professional jobs, wage levels in other similarly qualified professions (especially healthcare) and the availability of teachers or other qualified personnel. In order to be sustainable, strategies for teacher compensation need to take into account these market forces rather than simply reaching agreements between donors, education authorities and other employers of teachers. This is particularly pertinent in situations of displacement where qualified teachers are mobile and thus more likely to move in response to market forces, attracted by higher wages even if it means they have to cross borders or potentially not return to their country of origin.

The broad categories and recommended good practice actions on which there are strategies elaborated within the INEE Guidance Notes are:

A. Policy and Coordination of Teacher Compensation

- Undertake collection of reliable data and information related to teacher compensation.
- Develop coordinated policy regarding teacher compensation.
- Monitor and enforce coordinated policy regarding teacher compensation.

B. The Management and Financial Aspects of Teacher Compensation

- Recognise and respect that government and education authorities have the principal responsibility for ensuring teachers are compensated.

- Develop an appropriate system for the identification and payment of teachers that is equitable, graduated and sustainable.
- Identify appropriate systems for financial controls and payment mechanisms.

C. Teachers' Motivation, Support and Supervision as Forms of Non-Monetary Teacher Compensation

- Value the role of complementary forms of teacher motivation and support as important for teacher well-being.
- Ensure the place of professional development and other aspects of training and support in contributing to teacher motivation.
- Institute appropriate management, supervision and accountability systems for teachers.

Under each theme, there are a number of points for consideration for agencies and education authorities to reflect upon as they plan and implement their interventions. These are illustrated with examples of good practice, lessons learnt and illustrative strategies from a range of refugee, internally displaced person, returnee and overall population contexts to assist the reader in identifying which approaches are likely to be effective in their particular situation.

The first theme of policy and coordination overarches the other two, providing core principles for teacher compensation strategies that should be applied to both the financial aspects and non-monetary forms of compensation. Policy coordination is vital in circumstances of fragility and displacement where a number of agencies have stepped in to assume the role of employers of teachers due to the responsible education authority being unable or unwilling to effectively implement this role. In such circumstances arrangements for teacher compensation can vary greatly between stakeholders and more effective coordination is needed to ensure that approaches are consistent, sustainable and equitable.

The second theme on the management and financial aspects of teacher compensation addresses the arrangements and mechanisms for teacher compensation. Recognising the different roles that stakeholders play, the theme provides guidance to ensure that teachers are identified and pay scales are appropriate when developing and implementing teacher compensation strategies. Consensus between stakeholders on how to approach teacher compensation in their specific context is essential from the outset not only to provide a foundation for later policy, but to also provide a basis for monitoring.

The third theme addresses the role of non-monetary compensation in providing support at system level. It prompts a more holistic view of teachers and their role in the education sector with strategies for investing in activities such as training to build the capacity of the education workforce, as well as helping to motivate teachers and improve the quality of teaching. Compensation plays an important role in motivating teachers, and in this sense non-monetary compensation should be seen as a complement to financial compensation, rather than an alternative. Forms of non-monetary compensation are more directly linked to an improved sense of self-actualisation rather than working to cover the costs of living. Such strategies to improve and retain the teaching workforce also ensure that investments into training and other types of support are not wasted.

Implementation: Using the INEE Guidance Notes on Teacher Compensation as a Framing Tool for Discussion, Planning and Training

The INEE Guidance Notes offer guidance to stakeholders in setting and adapting interim teacher compensation arrangements in ways that help to establish and institutionalise good practices and avoid negative consequences. They can be used to guide inter-agency discussion and inform collaborative advocacy on issues related to teacher compensation and support. They can also be used to assess and analyse current challenges to and strategies for improving teacher compensation and support policies and programmes as well as to inform the design of and monitor and evaluate teacher compensation and support policies and programmes.

Since the launch of the INEE Guidance Notes on Teacher Compensation in March of 2009, INEE has been collecting feedback on the Guidance Notes' use and effectiveness. Feedback thus far shows that organizations and agencies are in the stage of aligning existing work plans and advocacy strategies with the INEE Guidance Notes, as well as brainstorming ways to incorporate the INEE Guidance Notes into future initiatives. Moreover, based on the recent experience of utilizing these Guidance Notes to inform discussions and action on teacher compensation in Zimbabwe, it is clear that the introduction of this resource at the country level must be strategic – including ample time to discuss implications and recommendations for the given context -- in order to ensure effective coordination between the Ministry of Education, donors, teachers' unions, United Nations agencies and NGOs.

The case of Save the Children Sweden in Côte d'Ivoire provides a good example of how organizations are able to use the INEE Guidance Notes on Teacher Compensation as a framing tool for initiatives at the programme level. Due to the fact that the initial planning and implementation of the Rewrite the Future programme was based on the INEE Minimum Standards for Education in Emergencies, Save the Children Sweden has easily been able to align and cross-reference their programme activities with the new INEE Guidance Notes on Teacher Compensation. Using the INEE Guidance Notes as a framing tool for programming in this way not only helps to identify gaps, but also helps in the monitoring and evaluation of initiatives in which issues of teacher compensation are of concern.

The INEE Guidance Notes are not only useful as a programming framing tool but also are useful to frame discussion surrounding past and present teacher compensation issues as has been done by the Afghan Ministry of Education Teacher Education Department. In feedback given to INEE, a representative from the Ministry gave support for the INEE Guidance Notes, stating that, "For someone who has been part of the education reforms including that related to teacher compensation, the guidance notes helped me to see multiple dimensions of the teacher compensation and learn from the international experience." Using the INEE Guidance notes as a framework, the Ministry has begun the difficult task of describing the situation in Afghanistan related to the registration, qualification and payment of teachers, issues highlighted in *Guidance Note B: The management and Financial Aspects of Teacher Compensation*, as well as indentify gaps related non-monetary compensation, which are found in *Guidance Note C: Teacher's Motivation, Support and Supervision as Forms of Non-Monetary Teacher Compensation*.

The INEE Guidance Notes have also been used to frame discussion and training on teacher compensation issues in the eastern Democratic Republic of Congo. After reading the Guidance Notes in July 2009, participants in an inter-agency education cluster training workshop identified and discussed local teacher compensation issues. They then developed and prioritized concrete strategies that the Education Cluster can tackle. Through this session, the INEE Guidance Notes have proved a vital starting point for discussion and provide a common framework for action.

Remaining Challenges and Next Steps

As with any tool, the INEE Guidance Notes cannot solve all of the complex problems of teacher compensation. To be effective, they must be adapted to the local context, and used as a platform for planning and implementing an appropriate response to teacher compensation.

The issue of teacher compensation, especially in complex situations, involves a variety of stakeholders with various expectations and needs. Balancing these expectations and needs, therefore, is a key issue to work through in order to address the identified challenges. For example, while the INEE Guidance Notes would ideally serve as a key emergency planning and preparedness tool, most agencies already have contingency plans in place with specific approaches which only later, if at all, are stabilized and harmonized with others. This illustration shows that for an effective, collaborative and coordinated approach, the good practice articulated within the INEE Guidance Notes need to be introduced in internal as well as inter-agency settings and used throughout all stages of an emergency. However, in order for this to occur, more agencies and key persons need to become aware of the existence of the Guidance Notes, and summaries and translations need to be provided in more languages. Moreover, agencies that utilize the guidance notes are encouraged to provide critical feedback via the *User's Guide and Feedback form*, which will inform on-going monitoring and an eventual update of the content of the Guidance Notes. Please go to ineesite.org/teachercomp for more information.