Roundtable on Teacher Compensation in Fragile States, Situations of Displacement and Post-Conflict Return

October 11, 2006
World Bank, Washington, DC

Co-organized by the International Rescue Committee, Save the Children and the Women's Commission for Refugee Women and Children on behalf of the Inter-Agency Network for Education in Emergencies, and hosted by the World Bank with support from USAID/EQUIP 1

Acknowledgments

The organizers would like to thank all of the attendees at the policy roundtable for their participation. The success of the event would not have been possible without their dedication to the objectives for the day and their constructive engagement with one another.

The organizers would also like to extend appreciation to those individuals who assumed additional roles in the preparation of the roundtable and during the event itself:

- Opening session speakers: Robin Horn and Robert Prouty (World Bank), Yolande Miller-Grandvaux (USAID), Rebecca Winthrop (IRC)
- Case study presenters: Mourad Ezzine (World Bank), Rebecca Winthrop (IRC), Jill Zarchin (UNICEF)
- Case study and discussion moderator: Christopher Talbot (UNESCO IIEP)
- Working group facilitators: Eric Eversmann (CRS), Michael Gibbons (Leadership Learning), Yolande Miller-Grandvaux (USAID)
- Framing paper author: Geeta Menon (CARE USA)
- Notetakers: Allison Anderson and Jennifer Hofmann (INEE Secretariat)
- Organizers: Allison Anderson, Mary Mendenhall and Jennifer Hofmann (INEE Secretariat), Jenny Perlman Robinson and Hilary Nasin (Women's Commission for Refugee Women and Children), Eluned Roberts-Schweitzer and Carl Triplehorn (Save the Children USA), Rebecca Winthrop (IRC)

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Executive Summary

On October 11, 2006, the International Rescue Committee, Save the Children and the Women's Commission for Refugee Women and Children, on behalf of the Inter-Agency Network for Education in Emergencies (INEE), sponsored a roundtable discussion on teacher compensation in fragile states, situations of displacement and post-conflict return at the World Bank.

This one-day meeting of technical experts from nongovernmental organizations (NGOs), UN agencies and bilateral and multilateral donors provided a forum for discussing challenges to adequately compensating teachers in various settings, sharing good practices and lessons learned and identifying common themes to set the agenda for future work in this area. Presentations included an overview of the issues and country-specific case studies from Liberia, South Sudan and Darfur on challenges and ways in which teacher compensation has been addressed. Small, interactive working groups focused on one of three common themes that emerged from the panel discussion:
- I. Teacher motivation
- II. Government structures, policies and regulations and roles and responsibilities of non-state implementing actors
- III. Donor strategies and funding mechanisms and donor benchmarks/milestones/codes of conduct

Each working group considered key players, gaps, good practices, recommendations and next steps, which are detailed in the following report.

The roundtable culminated in a discussion of findings and recommendations, which highlighted the need for more research on existing experiences and best practices on teacher compensation as well as the need to develop a clear set of guidelines/criteria on teacher compensation through broad-based research, consultation and collaboration. The first step regarding the content of the guidelines could be to expand on the INEE Minimum Standards related to teachers, utilizing the good practices and lessons learned from this initial roundtable. In both of these efforts, participants strongly agreed that moving this issue forward requires a collective effort of donor agencies, UN agencies, governments, NGOs, communities and teachers' representatives.

In order to move toward making these recommendations a reality, the group agreed to hold a second roundtable, planned for 2007, to bring together a broader group of stakeholders, including representatives from conflict-affected communities, government ministries, teachers, field staff from international NGOs (INGOs) and local NGOs, UN agencies and bilateral and multilateral donors, to build upon previous discussions with the aim of developing draft guidelines for compensating teachers in conflict and post-conflict settings. Participants were also encouraged to look for opportunities to organize or feed into high-level meetings, such as a G8 meeting or the high-level Education for All (EFA) Working Group, to raise the profile of teacher compensation in fragile states, situations of displacement and post-conflict return.

The organizers of this roundtable hope that you find the post-event report helpful to your work and welcome your feedback. In particular, please share responses and information on the following issues with INEE (coordinator@ineesite.org):
- Additional case studies, promising practices and lessons learned around teacher compensation
- Whether any of the findings or recommendations in the report should be further explored, or whether there is any information that should have been included but was not
- Next steps identified in the report regarding (1) the need for more research on strategies pertaining to compensating teachers; (2) the need to develop concrete guidelines/criteria on teacher compensation

- Ideas as to the process/criteria of developing concrete guidelines, including key stakeholders

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I.   Highlights from framing paper[1]

Summary of Framing Paper for Roundtable Discussion
Presenter: Dr. Geeta Menon, Senior Technical Advisor, CARE USA
(Prepared by CARE USA through the USAID-funded EQUIP1 Leader with Associates Award)

Three scenarios—fragile states, situations of displacement and post-conflict return—are, in differing degrees, characterized by instability and displacement; insecurity, conflict and violence; poor governance and institutional performance; and the involvement of multiple stakeholders. In all three situations, children are likely to be affected by displacement, trauma, disruption of their education and poor health and nutrition. They may be separated from those who care for them and are at risk of sexual abuse, exploitation and being recruited into armed forces. Their entire childhoods may be disrupted, with little access to education and few opportunities as they grow older to take on the usual roles and responsibilities of adulthood.

Education is all the more important in these contexts as it provides a sense of normalcy and continuity; promotes psychosocial well-being; is a conduit for life-saving information, such as landmine awareness and HIV/AIDS prevention; supports life-skills and builds literacy and vocational skills.

Teachers are crucial in all three contexts. While learning can occur without a physical classroom or materials, it cannot happen without a teacher. Teachers are an essential pillar of formal and alternative education systems, allowing for the resumption and continuation of schooling and directly impacting the quality of education.

However, in situations of fragility and displacement, where teachers are most needed, they are often difficult to recruit and retain. The challenges go beyond monetary compensation; there are many critical issues surrounding the conditions of work, including workload, security, mental and nutritional health and the consistency of their work environments.

Moreover, a plethora of issues in the larger context influence teacher compensation, including:
- A disturbed social and political situation characterized by conflict, polarization and violence
- Weakened political and democratic processes
- Poor governance and delivery systems—problems of policy formulation, accountability, poor capacities and corruption
- Functionality and effectiveness
- Weak economic conditions—poor revenue generation, chronic history of low national incomes
- Inadequate financial resources in fragile states and in countries hosting refugees
- Low budgetary allocation for education and future education plans dependent on economic plans

Within education there are competitive needs—infrastructure, materials and teacher salaries. At the same time, there is an overwhelming demand for education, often in weakened communities with poor infrastructure. In this context, there are multiple aid actors with differing perspectives; consequently aid is often skewed, fluctuating and arbitrary.

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[1] Framing paper included as Annex I.

A key challenge facing this sector is a definitional one: "teacher" means different things in different contexts, and teachers make up a diverse cadre. Teachers can be volunteer or professional, and positions range from a preschool facilitator, primary school teacher or literacy centre staff person to a religious educator or a life skills instructor. In many instances, it is an undefined job, and expectations, qualifications and training vary. There are often poor work conditions, challenges within schools and classrooms and poor and inconsistent compensation. There are also many problems with teacher management and accountability, including lack of guidance and supervision, peer support and professional development and growth opportunities. Within this context, when international organizations are present, teachers can often find better paying jobs with non-governmental organizations (NGOs) and UN organizations, thus draining teachers from the education sector.

Outstanding questions with regard to these challenges include:
- *How many of these issues are addressed for the teachers in the three contexts?*
- *How do we enable governments to uphold the Education for All (EFA) commitments?*
- *What are the roles of various stakeholders (governments, local and international NGOs, UN agencies and donors)?*

It is imperative to ensure that perceptions, visions, experiences and intentions of national governments are not only included in these discussions, but central to them. International agencies must learn from national and government practices in post-conflict countries, as international agencies can aggravate the issue of teachers' salaries in these countries. Generally the government is responsible for compensating teachers; however, in some situations international agencies have assumed this role in the short term, which may lead to a salary level that the government is unable to sustain after they resume responsibility for teacher compensation. When governments and communities resume provision of teacher compensation, or provide for a new category of teachers, for instance in internally displaced camps, they generally determine compensation levels that are sustainable in the long term. As opposed to international organizations, national governments' and communities' initial tendency in post-conflict situations is to underpay rather than overpay teachers. However, with financial support from international agencies, post-conflict governments could increase the level of compensation. Furthermore, governments must be involved in this process, as they tend to focus on system-wide planning as compared with international agencies' limited focus on primary education.

All of these issues need to be addressed holistically; a strategy to address the issue of teacher compensation cannot be divorced from the principles and approaches of development and reconstruction work in the context of fragility, post-conflict return and displacement. Creating intent, willingness and capacities requires sensitization, awareness building and advocacy. It also requires a focus on influencing and supporting policy and planning processes; building capacities, systems and structures; and engaging consistent donor support.

In order to meet these challenges, the next steps toward adequately compensating teachers should include:
- Identify key players and create a platform for discussion at different levels
- Document good and bad practices
- Define roles and responsibilities of stakeholders
- Involve communities and civil society
- Plan with a long-term perspective to support governments
- Draft guidelines for teacher compensation
- Develop a broader plan for teacher compensation, teacher management and teacher development.

II. Highlights from country case study presentations

Teaching Well? Educational reconstruction efforts and (non)salaries for teachers in post-war Liberia[2]
Researcher: Janet Shriberg, Teachers College, Columbia University/International Rescue Committee (IRC)
Presenter: Rebecca Winthrop, Senior Technical Advisor Education, IRC

Liberia has been characterized by more than 14 years of civil war and inter-related conflicts with other West African countries (1989-2003), displacement and high numbers of children and youth conscripted into fighting forces.

While the new government has made education a priority, a number of socio-economic issues negatively affect education in postwar Liberia, including an unemployment rate estimated at 85 percent, an illiteracy rate is estimated at 80 percent and a lack of government resources. The government is off-track to meet the goal of universal primary education by 2015. In addition, within the education system there are massive gender disparities and a changing student population due to the post-war context. Moreover, Liberia is facing a severe teacher shortage, due to brain drain of teachers, especially in higher education. The majority of primary and secondary teachers are underqualified and there is a dearth of female teachers.

A common question asked by teachers in Liberia is: *"Why [is it] so hard to get paid?"* Processes and policies surrounding teacher salary can explain some of this, as teachers' salaries are not adequate to meet the cost of living. In addition, the distribution mechanism for receiving payment is an obstacle to being paid, as salary distribution is inconsistent and payments are negatively affected by corruption and "ghost teachers" on the payroll. Moreover, teachers express frustration that salaries are not based on qualifications or levels of experience and that there is no regulated system of benefits.

The preliminary results from the research in Liberia illuminates the negative consequences of poor teacher compensation on the provision of education, educational quality with regard to pedagogy and learning content, corruption, teaching as a profession and the psychosocial well-being of teachers.

Pedagogy and Learning Content
Teachers report that "*the salary they earn affects the way they teach in that the time they have to make a lesson plan, they also have to take that time to do other work to earn money and take care of their family.*" Thus*,* multiple jobs leave little time for lesson planning and preparation. In addition, lack of lighting (no money for candles) limits their ability to prepare lessons at night and causes eye strain/weakness. Teachers also often suffer from hunger and physical weakness, which makes it difficult for them to concentrate. Teachers report feeling anxious and distracted because they cannot provide for their family (food and school fees), and because the lack of opportunity to pursue further training makes it difficult to keep up with subject content and forces reliance on "outdated" teaching methods.

Faced with the need to earn a livelihood, and not earning it through their teaching salaries, some teachers report resorting to corrupt practices, such as bribery and flexible fees, despite there being officially no fees in Liberia. Principals have difficulty enforcing teacher codes of conduct.

The teaching profession is not well respected in Liberia. This is illustrated by the brain drain of qualified teachers who leave the profession to seek higher paying jobs. An absence of incentives to enter or remain in

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[2] The research for this case study was multi-sited (9 counties, rural/urban; 15 districts) with a diverse sample (female and male education staff working in Liberia, including over 700 teachers, principals, Ministry of Education officers, National Association of Teachers in Liberia officers, faculty at the University of Liberia and Teacher Training Institutes, INGO staff), and utilizing mixed methodology (in-depth interviews; focus groups; semi-structured surveys; participant observation; and document review).

the teaching field, combined with the deficiency of resources for teacher training, has resulted in an uncertain future for the teaching profession in Liberia.

One Liberian teacher described the psychosocial well-being of teachers in Liberia with the phrase: "*Our wounds are open but we work bleeding.*" Indeed, when surveyed:
- 97.1 percent said that the salary they earn impacts their well-being negatively
- 23.4 percent reported feeling worry, anxiety, fear and anger because they are unable to pay for their children's school fees
- 26.4 percent of teachers, when asked about the ways that teachers have experienced trauma in their lives, responded "low salary" (among answers such as war, houses burned, rape, death)

Teacher Compensation: A Challenge for South Sudan
Presenter: Mourad Ezzine, Lead Education Specialist, World Bank

Sudan is the largest country in Africa and has enormous development potential and a vast natural resource base. However, regional disparities have led to underdevelopment in the south and a lack of inclusion in decision-making. In the south, data on economic activity is scarce, but strong evidence suggests that the incidence of poverty is among the highest in the world. The level of poverty is further exacerbated by the enormous population of displaced people. The number of refugees and IDPs from South Sudan is estimated to be close to 3 million. Geography and lack of infrastructure constrain both economic growth and access to basic services.

At the same time, there is a high disease burden, as children born in South Sudan have 25 percent chance of dying before the age of 5, and only a 25 percent chance of living to the age of 65. There is less than 1 physician per 100,000 people. Current trends are discouraging, as there has been limited progress since 1990 with respect to maternal mortality, nutrition and education status. There is regression with respect to access to safe water. Conflict and droughts have resulted in food insecurity and high malnutrition rates, with 48 percent of children suffering from chronic malnutrition.

Positively, a Comprehensive Peace Agreement was signed on January 9, 2005 and the Education Sector Plan of the New Sudan (2004) recognizes the importance of education to the New Sudan, stating that: "*The transformation of New Sudan's society requires a literate population that is educated, conscious of its rights, tolerant of others, actively participating in the governing of its life and working together to eliminate the cycle of poverty.*"

At the same time, there is a dismal literacy rate and education status: enrollment in primary education was less than 20 percent in 2003. Girls represent only 1 out of 4 enrolled students. Learning conditions in the education system are burdened by poor infrastructure, with 80 percent of school children sitting on the floor due to a scarcity of benches, and 68 percent of schools lacking latrines. Pupil/teacher ratios are extremely high, and while the curricula is being updated, it is not yet standardized. Furthermore, there were only 33 secondary schools operating, meeting the needs of only 4,500 students. There are also poor education outcomes: the gross enrollment ratio of 20 percent may be the world's lowest. It is estimated that as few as 40 percent of children ever enroll in primary education, with only a 2 percent completion rate for primary education. Qualified teachers are in short supply and the gender disparity between male and female teachers is one of highest in the world.

Key challenges faced by the education system include the system's lack of capacity to deliver services, while coping with a rapidly increasing demand for education from local populations combined with the influx of refugees from other regions, and returnees. The Government of South Sudan, created only one year

ago, has an extremely limited capacity to absorb and disseminate funds and deliver services. The education sector in particular is dramatically under-resourced and is highly dependent on external funding sources. Moreover, when populations begin massive movements back to their land, the spread of HIV/AIDS is likely to negatively impact the education system.

While teachers are cited as the most critical resource in education, a survey of Public Sector Personnel conducted in November 2005 identified 13,204 staff working in education, of which 7,802 are teachers. Only 7 percent were female and there is an imbalanced spatial distribution: 10 percent of the 82 counties account for the majority of staff. Moreover, most have inadequate qualifications:

- 16 percent had a BA/BSc or higher degree, while others may have completed only primary level or had some exposure to secondary level
- Only 18 percent assessed their ability to speak English as "high," and 35 percent felt their capacity was "low"
- Language skills in Arabic were not much better: 41 percent felt they had low speaking skills and 30 percent acknowledged low writing skills

14,000 additional teachers are required by 2011. At the same time, teacher training programs need to be built from the ground up.

The process of paying teachers, which is the same as the rest of the civil service, presents another challenge. Particular challenges include identifying who is paid, as the formal appointment is not completed yet. State level governments have been asked to establish payroll lists. At present, it was decided that "provisional/ad hoc" appointments are acceptable. Establishing pay scales is another significant challenge. An interim unified pay scale is available, although some issues remain with allowances. It is unclear whether guidelines for qualification and category scale have been prescribed. Entry level pay seems too high to be sustained in the long term. Additional challenges are securing resources so states can consistently make payments and ensuring adequate controls to guarantee that funds are used for their stated purpose and go to the intended people. Finally, the logistics of how to transport funds for cash payments and selecting the appropriate currency present yet another set of obstacles.

At the moment, assessing the effectivenss of the process is difficult, as the first regular payment transfer to the states occurred on July 5, 2006. It is unclear whether this effort can be sustained, as the initial budget was squeezed from SD1.7 billion to SD1.0 billion. Furthermore, while ministers are making large commitments, there is no commitment control.

Current issues that the education sector is grappling with include:
- Should all teachers be Public Service personnel?
- Should well-defined minimum educational qualifications be enforced at the time of appointment of teachers? The existing trend appears to be to absorb SPLM cadres as teachers even if it means diluting minimum qualifications. Extensive teacher training facilities are a necessary mitigation strategy.
- If minimum educational qualifications are unenforceable, and in view of the need to fill positions, should under qualified teachers be absorbed at lower grades as an interim measure?
- How can the spatial spread be improved?
- What types of incentive are needed and can they work in the case of Sudan?

One key solution moving forward is to boost teacher training. A decentralized in-service teacher training program will be offered in 20 County Multi-Purpose Education Centers. The training program is flexible with multiple entry and exit opportunities. There is an orientation after an initial induction period, and those who have completed Grade 8 enroll directly into an in-service teacher training program (about 25 percent);

those who need to complete basic education are offered the option to participate in the Accelerated Learning Program, and those who need higher English skills are offered English language instruction.

Another new training program is a two-year residential course for grade 12 graduates, utilizing set standards, curricula and examination for certification. However, this program has limited capacity.

In-Service Teacher Training as Compensation in a Situation of Internal Displacement: Darfur, Sudan
Presenter: Jill Zarchin, Education – Field Coordinator, UNICEF Sudan

In December 2003, the United Nations declared Darfur the worst humanitarian crisis in the world, with attacks on villages leading to massive displacement. In 2006 the conflict has continued and become more complex. Of the approximately 7 million people of Darfur, about 1.8 million are internally displaced persons and over 200,000 are refugees in Chad. Of the 1.5 million primary school-aged children in Darfur, there are nearly 1 million conflict-affected 6-13-year-olds. Of the 1 million conflict-affected children, approximately 510,000 (225,000 girls) are currently enrolled in primary schools in IDP camps and host communities with large populations of IDPs. As a result of a shortage of teachers, which actually preceded the crisis, there are currently 2,400 volunteer teachers working in primary schools in IDP camps and host communities throughout Darfur.

The majority of the volunteer teachers are secondary school graduates with a willingness to teach primary school but limited or no previous teaching experience. A smaller number are qualified primary school teachers who are displaced from one Darfur state to another and are not receiving a salary as government regulations do not permit inter-state movement of teachers. The volunteer teachers are all participants in an in-service teacher training program that links a modest stipend ($50-$60 per teacher per month) to participation in the training program.

The program, which began in July 2005 and was initiated by UNICEF in close collaboration with the Ministry of Education (MoE) and NGOs, has made it possible to keep volunteer teachers from quitting, recruit new volunteer teachers for new classrooms, reduce class size and increase the knowledge and skills of the volunteer teachers.

In an IDP camp in South Darfur most of the 15,000 primary school children were not enrolled in school because there were not enough teachers. The international NGO managing the camp brought this situation to the attention of UNICEF and together they requested the MoE to provide primary school teachers for the camp schools. The Ministry agreed and assigned over 100 teachers to the camp. However, because the camp was located 13 miles from the main town, the teachers refused to go to the camp unless their transportation costs were paid and they were given an incentive for teaching in the camp. The international community agreed to pay transportation costs but refused to pay the incentive. The MoE did not force the teachers to teach in the camp, with the result that there were no teachers and no children in classes. In desperation, the NGO managing the camp said they would identify volunteers from the camp community and asked UNICEF to pay incentives as well as to support training for the volunteer teachers on child-centered teaching approaches. It was at this moment that the idea of having an in-service volunteer teacher training program was born: rather than paying incentives, it was decided to pay teachers a modest stipend for participating in in-service training.

Similar problems in other IDP camps in South and West Darfur reinforced the decision to pursue an in-service teacher training program for volunteer teachers. UNICEF did not want to take away the Government's responsibility of paying teachers' salaries and, furthermore, recognized the importance of

Government ownership. UNICEF explored with the MoE how this could be done in a way that was consistent with existing in-service teacher trainings for salaried Ministry of Education teachers.

The MoE, UNICEF and NGOs working in IDP camps and host communities in each Darfur state have collaborated closely to implement the program. NGOs working in IDP camps and host communities identify the volunteer teachers requiring training, and UNICEF and the MoE work out the details of the training, such as the number of trainers required and the various locations for the training workshops. The volunteer teachers are grouped in training clusters in close proximity to where they live so they do not need to travel long distances to participate in the training workshops. While each cluster has the flexibility to organize the trainings to suit the needs of the volunteer teachers, the trainings usually take place once a week after the teaching day is over and last for two or three hours, depending on the weather and road conditions. In all but one cluster, the trainers are MoE trainers and follow MoE training modules; the only difference is that the in-service training program takes place over a period of three months rather than 14 consecutive days.

The teacher training costs approximately $40,000 a month to train 800 volunteer teachers. The costs include stipends, an honorarium for the MoE trainers (who receive the same amount that they would were they training salaried MoE teachers), training cluster coordinators, transportation costs, basic training materials and tea/coffee at the trainings.

One positive result of the in-service teacher training program is a steady increase in the total enrolment figures of conflict-affected children in Darfur. In December 2004, there were approximately 142,330 children (65,470 girls) enrolled in primary school; in August 2005 there were 315,615 (147,110 girls); in December 2005, there were 382,800 (165,375 girls); in August 2006 there were close to 510,000 (224,000 girls) conflict-affected children enrolled. The number of volunteer teachers has also increased: in August 2005, there were 1,200 volunteer teachers; in December 2005 there were 1,635 volunteer teachers enabling an additional 81,750 children to attend school; and in 2006, there are 2,400 volunteer teachers enabling approximately 120,000 children to attend school. Some of the credit for these increases can be attributed to the in-service volunteer teacher training program.

As a result of the training, NGOs have constructed new classrooms and reduced class size from as many as 80-150 children in one class to approximately 50 students. Another positive result is that 200 volunteer teachers who participated in the training program in 2005-2006 have been put on the payroll of the Ministry of Education for the 2006-2007 school year. While the program has yet to be evaluated, it is hoped that the volunteer teachers' knowledge of and skills on child-centered teaching methodologies, HIV/AIDS prevention and peace education have increased. The training program has also provided an option for the NGOs that were paying incentives to teachers to provide a teacher training stipend instead, thus sending a clear message to the Government that it is their responsibility to pay teachers' salaries.

Although there have been positive results thus far, there are some continuing concerns. One is the need to absorb more volunteer teachers within the MoE payroll for the 2006-2007 school year. Another is for volunteer teachers who participated in the training program to become Government certified. To address some of these concerns, UNICEF is working closely with the federal Ministry of Education to develop and implement a new policy for a two-year diploma course for basic education teachers. On an internal level, UNICEF's in-service training program needs to undergo an evaluation.

III.   **Highlights from Group Discussion**

The presentations triggered a rich and interactive group discussion. Questions focused on strategies for stakeholders to ensure teacher compensation in fragile states, situations of displacement and post-conflict return. More specifically, questions ranged from donor financing mechanisms to sequencing of service delivery and capacity-building activities by implementing partners. NGO and UN internal policies and practices on teacher compensation were also discussed.

The first discussion focused on donors' financing mechanisms to support teacher compensation in fragile states, situations of displacement and post-conflict return.

There are no established models for donor support of teacher compensation in these situations, and innovative financing systems need to be identified or created. Participants discussed the conditions, modalities and mechanisms for donor engagement in teacher compensation. Outstanding questions and comments included:

Gene Sperling, Director of the Center for Universal Education at the Council on Foreign Relations, highlighted that it is essential to identify the specific trust deficits that currently prevent donors from investing in education in fragile states. For instance, in Liberia, although donors trust and respect the new President, they remain reluctant to invest because of the huge institutional capacity gap. This example demonstrates that while international organizations have successfully made the case for why more funds are needed to support education in fragile states, they have yet to be persuasive about how and through which mechanisms these funds can be channelled.

Ellen van Kalmthout, Programme Officer in the Programme Division/Education Section at UNICEF, stressed that while we look for efficient financing mechanisms to support education in conflict-affected and fragile states, it is essential not to undermine or bypass the government. On the contrary, partnership and capacity-building with education authorities will ensure sustainable support to education as well as reduction of fragility.

Eluned Roberts-Schweitzer, Senior Education Advisor at Save the Children US, asked if the Multi-Donor Trust Funds (MDTF) system had been successful in the Sudan context, and if this was a mechanism that could be used more broadly, noting that it had been used in the transition in Timor Leste to pay teachers.

Regarding best practices, Vijitha Eyango, Senior Education and Gender Advisor at USAID's Bureau for Asia and the Near East, recommended looking at the example of Afghanistan.

Charlie Ponticelli, Special Advisor to the Assistant Secretary at the Bureau of Population, Refugees and Migration, emphasized the role of public-private partnerships, in particular mentioning the potential contribution of universities in the United States. Public-private partnerships, however, may not be possible under all circumstances. For instance, in Sudan, the Government of South Sudan does not trust the private sector and only accepts external resources from donor agencies.

The second discussion focused on the sequencing or articulation of education service delivery and government capacity-building in fragile states, situations of displacement and post-conflict return.

Participants talked about concerns regarding short-term vs. long-term trade-offs in education support. In particular, the dialogue dwelt on the scalable role of NGOs in supporting education, including teacher compensation, in fragile and conflict-affected states. Outstanding questions and comments included:

Yolande Miller-Grandvaux, Senior Education Advisor at USAID EGAT/Office of Education, first raised the issue of the sequencing of service delivery and government capacity-building in fragile states and mentioned possible trade-offs for donors. Should donors give funds to NGOs who will deliver education services in the short term and/or support the government in building its capacity, which is expected to have a positive impact in the long term? Deliberating on this question, participants agreed that there is no necessary trade-off or sequencing between the two options.

In addition, the role of NGOs may shift in time from education programming to capacity-building of teachers and education authorities. Mourad Ezzine, Lead Education Specialist at the World Bank, specified that this evolution has not taken place in Sudan yet. Jane Benbow, EQUIP 1 Project Director at the American Institutes for Research, called the participants' attention to the case of Afghanistan where NGOs discussed their role with the government and highlighted that this example could be followed in countries in transition like Sudan.

Participants then discussed programmatic and policy issues that NGOs and UNICEF grapple with regarding the compensation of teachers they work with in the field.

This debate was led by representatives of NGOs and UNICEF who are confronted with this issue in their work with teachers in fragile states, situations of displacement and post-conflict return, both in terms of programming and internal policies. Outstanding questions and comments included:

Rebecca Winthrop, Senior Education Technical Advisor at IRC, questioned the sustainability of organizations directly compensating teachers. As an example, Jill Zarchin, Education Coordinator at UNICEF Sudan Country Office, explained that during the two-year course of UNICEF's in-training service program, UNICEF was in discussion with the Government of Sudan about putting a government-run teacher compensation system in place, in order to ensure sustainability after the UNICEF teacher training program has ended.

Lyndsay Bird, Fragile States Advisor at Save the Children UK, highlighted that NGOs have different policies regarding teacher compensation and that there are distinctions even within organizations. For instance, UNICEF is still directly paying teachers in Tanzania, whereas they are implementing an in-service training system in Sudan. Pilar Aguilar, Programme Officer in the Education Section at UNICEF, clarified that UNICEF usually does not get involved in directly paying teachers and prefers to use alternative methods, like in-service trainings, to ensure that teachers are remunerated.

Helge Brochmann, Education Advisor at NRC, made the point that the issue of setting up a teacher compensation mechanism is not always about rebuilding the system that was previously used but actually starting from scratch, as often there was no reliable system before the conflict. In these situations, dialogue, partnerships and capacity-building with the government are highly necessary.

The group seemed to agree that there is nothing wrong with NGOs and UN agencies paying a stipend to teachers while the government creates a payroll system, as long as the level of compensation is agreed with the government in advance and that the government demonstrates a clear commitment to hire and pay teachers when the NGO or UN program comes to an end.

Overview of Working Group Discussions and Recommendations

Based on the morning's presentations and group discussion, participants identified the following three themes to discuss more in depth in smaller working groups:

IV. Teacher motivation
V. Government structures; policies and regulations; and roles and responsibilities of non-state implementing actors
VI. Donor strategies and funding mechanisms and donor benchmarks/milestones/codes of conduct

Each working group focused on one of these themes and considered key players, gaps, good practices, recommendations and next steps.

I. Highlights from Working Group on Teacher Motivation
Moderator: Eric Eversman
Presenter: Lyndsay Bird

Analysis and Key Findings

Definition

The definition of "teacher" is broad. The continuum that describes "teachers" in this context ranges from highly-qualified "career professionals" and religious teachers posted to the location, to well-intentioned volunteers who may themselves be under-educated or, indeed, barely literate. Most teachers seem to be generalists and those with particular skills (e.g., mathematics, science, secondary education) are especially hard to find.

Linked to the point above, there is also a distinction between primary and secondary teachers: most of the "emergency" schooling is at primary level. At this level there is usually no subject speciality training. At secondary level, which is not usually addressed in emergency contexts, this becomes an issue. Also in many countries there are changes in the gender composition of teaching forces in crisis: male teachers have sometimes been killed or have left the country for political reasons or as transient workers. This can lead to a feminization of the teaching force, which can result in less pressure to increase wages.

Furthermore, the term "education" itself is also broad, with standards and expectations that are often inconsistent and context-specific. In many cases, children in refugee situations receive better education than they would in their home countries. There may be no continuum between emergency response and educational development.

Motivation

Unsurprisingly, what motivates individual teachers varies—both from person to person and from one "type" of teacher to another. Volunteers, for example, may want to become qualified teachers and may see this as a way to obtain in-service training as they perform a valued function. Those who are qualified teachers are more likely to be motivated by two (not mutually exclusive) forces—money and altruism. In all cases however, professional development, identity and well-being are key motivational factors.

Another common denominator, substantiated in a VSO study, is success as a motivation: as students learn or change their behaviors even incrementally, teachers are motivated to continue the process and a "success cycle" is established, benefiting both students and teachers. A related observation is that teachers can be de-motivated by poorly performing colleagues who are neither held accountable nor sanctioned. Respect is

another shared motivational factor—teachers want to feel valued and respected beyond, or apart from, monetary endorsement.

Enhancing teacher productivity may be as important as motivating performance. Many teachers are by nature motivated, especially those who opt to work in emergency situations. What remains in the success equation is to enhance their ability to be productive. This could entail furnishing them with sufficient and up-to-date teaching materials, providing opportunities for further professional development or organizing support groups.

Furthermore, teachers are themselves dealing with the effects of the crisis and teachers need more emotional support in dealing with this as well as helping learners to cope.

Compensation
Compensation is within the purview of the governments. Governments tend to become "disempowered" and lose the incentive to support education if they get a sense that someone else will foot the bill. Neither the UN nor NGOs should be the primary source of funding for teachers for an extended period of time.

There is often an initial assessment at the outset of an emergency, but no continuous or follow-up assessment. Recurring costs such as teacher compensation are typically underfunded. This gap may cause issues when an area goes into the reconstruction phase, setting up a compensation base that cannot be sustained or does not factor in the teachers' ongoing needs.

An important point raised by the case studies is the need to pay more attention to the overall conditions of service (pensions, promotion methods, motivation, etc.) rather than just pay.

Recommendations

Definition
- Recognize the fluidity of each situation and periodically reassess what the teaching needs are and who can fill them.
- Define the standards of education that should be met in the emergency situation and continued in the return areas. Keep in mind push and pull factors influencing displacement.
- Work across agencies and across borders to link policies and harmonize the provision of education.

Motivation
- Establish and equitably administer an appropriate system of non-compensation acknowledgment as well as accountability for non-performance.
- Work to elevate the perceived standing of the teachers within the community—whether in *ad hoc* emergency or reconstruction situations.
- Support teacher support groups, e.g., unions, teacher clusters, PTAs, to help ensure that teachers get both ongoing encouragement and necessary resources.

Compensation
- Ensure that teacher compensation is paid out through the country's Ministry of Education, although donor programs and UN or NGO subsidies may provide short-term financial aid in emergencies and should in many cases monitor the process and results.
- Keep compensation rates consistent from emergency through reconstruction.
- Make sure that compensation is paid on time and in keeping with pre-set agreements. NGOs and UN agencies should support teacher organizations so that teachers can collectively improve their situation.

II. **Highlights from Working Group on government structures, policies and regulations, and roles and responsibilities of non-state actors**
    Moderator: Yolande Miller-Grandvaux
    Presenter: Jane Benbow

Analysis and Key Findings

Any training for teachers must be seen as part of the ministry payroll and discussions regarding the process for teachers to be recognized must take place at the outset.

The international community should develop some type of minimum operating procedures, such as:
- What criteria should be used to determine compensation and support?
- What criteria should be used to assure training will meet the government's requirements?
- What process should be in place to assure the government will take volunteer teachers onto the official payroll?

Rather than rigid guidelines, what is needed is a menu of choices depending on different contexts (e.g., refugee, IDP and various phases of conflict and reconstruction).

The international community should explore innovative approaches to paying teachers, such as the money lender scheme that is being considered in Darfur (*explanation below*). Donors, in particular, could play an active role in developing standards for regional accreditation similar to exams.

Working in the field of education in emergencies and post-conflict reconstruction, there are already lessons learned in regards to adequately compensating teachers. These include:
- There needs to be a career path / prospects for the future.
- Salary payment should be over 12 months, rather than nine.
- Stability can be built into the system.

Recommendations

Develop guidelines on teacher compensation
To respond to the expressed need to deepen and operationalize the INEE Minimum Standards related to teacher compensation, a set of criteria needs to be established around teacher salaries and other forms of compensation, including for other education personnel. These guidelines should be relevant in different contexts, from fragile states to situations of displacement and post-conflict return. The development of these criteria could use a consultative process similar to the development of the INEE Minimum Standards.

Such guidelines should draw on, as a starting point, the INEE Minimum Standards, as *Teachers and other Education Personnel Standard 2: Conditions of Work* and its accompanying indicators and guidance notes deal specifically with teacher compensation, the INEE Good Practice Guide on Teacher Compensation, and UNESCO and the International Labor Organisation's *Recommendation Concerning the Status of Teachers*.[3]

The guidelines should support governments in making decisions about rebuilding the national teaching force. They should address the different types of teacher cadre/corps that governments might want to develop (civil servants, contractors, etc.) and their respective roles. The guidelines should also include a specific focus on governmental policies on the integration of teachers trained in refugee and IDP camps.

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[3]This Recommendation was adopted in 1966 as a worldwide normative instrument dealing with teachers. While the Recommendation is not specific to emergencies, fragile states or post-crisis situations, Section X deals with teachers' salaries and it is in theory applicable to all teachers.

Document best practices on teacher compensation
NGOs and other implementing partners need to systematically gather data around best practices that can be fed to donors as a reference to determine their own policies and funding procedures.

Look into innovative strategies to ensure teacher compensation
The group suggested considering the use of money lenders to deliver salaries to teachers: money lenders would front the money and deliver it to Parent Teacher Associations (PTAs), which would be required to reimburse them after receiving funds from the government at a later date.

The need for teacher accreditation or assessment tests was also identified. It would be useful if donors funded the development of standardized tests so that teachers who have been trained in refugee camps or a different country could be recognized as part of the national teaching force.

### III.	Highlights from Working Group on Donor strategies and funding mechanisms and Donor benchmarks/milestones/codes of conduct
Moderator and presenter: Michael Gibbons

Analysis and Key findings

The working group sought to understand why teacher compensation is significantly underfunded by donor agencies and to identify strategies to reverse this trend.

Why are donors reluctant to fund teacher compensation?
Although the situation is slowly changing, education in fragile states, situations of displacement and post-conflict return remains largely underfunded by donor agencies. The lack of funding is particularly significant for recurrent costs like teacher compensation.

There is no consensus amongst or within donor agencies about providing funds to pay teachers' salaries. Some donors do not deem teacher compensation a priority in emergency situations, arguing that the primary focus should be on increasing students' access and enrolment rates. In fact, multi-donor assessment frameworks often do not address teacher compensation. Donors' reluctance to finance teacher salaries seems to stem from concerns about the sustainability of paying recurrent costs and the sustainability of a teacher compensation system itself in the post-conflict phase.

On this issue, questions raised by the Working Group included:
- Should a different system be set up at the end of the conflict or should the system that was supported during the conflict be extended post-conflict?
- What if the new government has no resources or systems in place to ensure teachers are compensated in the post-conflict phase?

The key donors who generally support the emergency response include ECHO, BPRM (funding), the World Bank (assessments), UNICEF and UNHCR (as conduits). However, funding rules and regulations vary from one donor to another and it is challenging for recipient countries to understand the different structures. In addition, when donors do support education in emergencies they often fund NGOs to provide service delivery in the short term and then provide resources to the government in order to facilitate capacity building, leaving a funding gap between withdrawal of NGO funding and the resumption of state provision of services.

What strategies could increase donor support to teacher compensation?

In this context increased donor support to teacher compensation in fragile states, situations of displacement and post-conflict return demands overcoming trust deficits. Advocacy targeted at convincing donors why and how they should invest in these costs needs to focus on innovative alternative financing mechanisms. For instance, in Kenya, debt money was used to pay teachers' salaries. Undoubtedly, building monitoring and accountability mechanisms into the overall financing strategy is essential to increase donors confidence in financing teachers' salaries, as well as to adapt the strategy as needed during the transition and post-conflict phases.

Recommendations

Recommendations targeted donors' policies, procedures and mechanisms on teacher compensation.

Document existing financing mechanisms for education in emergencies, in particular for teacher compensation
It might be useful to put the Organisation for Economic Co-operation and Development (OECD) Development Co-operation Directorate (DAC) typology of fragile states against a mapping of donors' different funding strategies in order to identify relevant financing mechanisms for specific situations. In addition, the discussion would benefit from a review of experience in emergency and early reconstruction settings where donors have supported teachers' salaries.

Flag a benchmark for teacher compensation or establish a baseline in education assessments
Assessment teams should flag the teacher compensation system and modalities that existed prior to the conflict as a working benchmark for stakeholders invested in the issue, including donor agencies. If no teacher compensation system was in place before the conflict, the assessment team should note that stakeholders will need to coordinate to set up a benchmark so that teachers' salaries are appropriate and consistent.

Encourage more systematic planning for the transition in the early response
Issues to be reflected upon include the orchestration of donor resources moving forward efficiently from the acute emergency phase to the early reconstruction phase without creating a funding black hole in the middle. Teacher compensation mechanisms would be much improved if there were ways to stretch out short-term funding because donor timelines do not always embody the best indicators for the disbursement of funds.

Consider alternative financing mechanisms to compensate teachers
For instance, the use of Multi-Donor Trust Funds should be studied as a best practice in countries in transition. It was also suggested that, in contexts where communities have not been broken down by violence and displacement, donors consider supporting the capacity of PTAs to manage teacher compensation. In addition, donors are strongly encouraged to reframe teacher compensation more broadly than just salaries and to look into other monetary and non-monetary incentives and benefits (such as housing, transportation, health insurance). This will open options for donors to compensate teachers even when they cannot pay salaries directly. In all cases, attention should be paid to how the system can be factored back into the state.

Setting up strong monitoring and accountability systems
Donors and other stakeholders should lay out a range of models and test them more systematically as potential responses regarding teacher compensation mechanisms in fragile states, situations of displacement and post-conflict return. Clusters with in-built auditor systems as well as NGOs used as resource distributors were mentioned as possible models but it was noted that innovative models should also be created.

Recommendations and Next Steps

Presenter: Rebecca Winthrop, Senior Technical Advisor Education, IRC

The closing plenary session culminated in a discussion of general recommendations and next steps going forward.

Key recommendations:
- **Need for more research**
  Given the scarce existing literature on teacher compensation, all participants agreed that there is a need to know more about strategies pertaining to compensating teachers in situations of displacement and post-conflict return. A desk review pulling together existing experiences and best practices on teacher compensation would be very helpful to further discussion of the issue.

- **Need to work collectively**
  All agreed that moving this issue forward will involve a collective effort. Donor agencies, UN agencies, governments, NGOs, communities, teachers' representatives, etc., should all be included in further discussions.

- **Need to develop concrete guidelines/criteria**
  There was consensus on the need to develop a clear set of guidelines/criteria on teacher compensation through broad-based research, consultation and collaboration. The first step regarding the content of the guidelines could be to expand on the INEE Minimum Standards related to teachers. The process could reenact the broad consultative process used to generate the INEE Minimum Standards.

Next steps:
- **Hold a larger discussion to begin to develop draft guidelines on teacher compensation**
  A second roundtable, planned for early 2007, will bring together a broader group of education stakeholders, including representatives from conflict-affected communities and government ministries, teachers, field staff from INGOs and local NGOs, UN agencies and bilateral and multilateral donors, to build upon previous discussions with the aim toward developing draft guidelines for compensating teachers in conflict and post-conflict settings. The IRC, Save the Children, the Women's Commission for Refugee Women and Children and INEE will lead the collective effort to gather input to strengthen these guidelines and advocate for their implementation.

- **Consider organizing an event with high-level decision-makers from a variety of agencies**
  Participants will look for opportunities to organize or feed into a high-level event to raise the profile of the issue of teacher compensation in fragile states, situations of displacement and post-conflict return. This event could be held around a high-level meeting such as a G8 meeting, high level EFA working group, etc.

APPENDIX I: Framing Paper

Teacher Compensation in Fragile States, Situations of Displacement and Post-Conflict Return

Framing Paper for a Roundtable Discussion
11 October 2006

Prepared by CARE USA

through the USAID-funded EQUIP1 Leader With Associates Award

> *"Isn't it ironic that I teach other people's children and*
> *yet can't send my own children to school?"*
>
> - Teacher interviewed in Darfur

Introduction

Infrastructure and material, though necessary, are not sufficient conditions for ensuring quality in school. The teacher is a critical factor that provides coherence to the conditions determining quality. The importance of capable teachers is all the more apparent in environments plagued by instability and vulnerability. In emergency and transition settings, teachers are not only facilitators of learning, but also often represent one of the only consistent sources of reassurance and normalcy for children and their communities.

Teachers play a vital role providing physical protection and psychosocial support that complements the nurturing of parents and caregivers. Teachers also help facilitate the continuity of learning for children. The critical importance of this function is illustrated by the fact that children do not achieve permanent literacy and numeracy skills without four to five years of continuous learning. Teachers are also a conduit for providing life-saving information to children to enable them to live in a crisis environment.[4] Teacher development, acknowledgement and support have crucial long-term implications for any education system.

Teachers' professional continuity becomes imperative in societies in transition because of their critical tasks in helping to restore a sense of stability and confidence among affected populations during difficult circumstances. However, because they are often drawn from those same affected communities, they are equally vulnerable to instability and deprivation – a serious challenge to building and maintaining a cadre of qualified teachers in emergency and crisis situations. The issue of teacher compensation is very real in these contexts. If not paid appropriately, teachers leave the education system, seeking other employment to support themselves and their families. This leaves the state or other actors to recruit, train and support new teachers – causing massive inefficiencies in educational investments. If teachers are not able to earn a living, they will leave for another form of employment. This loss of qualified and newly trained teachers is a significant and difficult loss to regain and in many cases, leads to a tragic circle of constantly training unqualified teachers to address understaffed schools.

The teacher condition in context of displacement and post-conflict return, however, indicates that the challenges go beyond monetary compensation. There are critical issues around the conditions in which these teachers work, including their workload, security, nutritional status and the consistency in their work environments. The factors shaping the situation are varied and complex, and there is an urgent need to understand this intricate web of factors as policymakers, practitioners and donors determine and influence guidelines for teacher compensation.

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[4] Nicolai, S., Triplehorn, C.

Context-pecific Issues for Consideration

It is impossible to divorce the challenges of strengthening educational quality in conflict settings and the teachers who are charged with maintaining that quality. Likewise, their unique situations are inherently bound to the difficulties that they face in emergency and conflict-affected environments.

The basic questions that need to be asked to frame our understanding of this context include:

- How can governments working with conflict-affected populations be supported to uphold their commitments to EFA and work towards acceptable teacher remuneration?
- How do we define roles and responsibilities of different stakeholders – government, humanitarian agencies and civil society in ensuring acceptable teacher compensation?

Furthermore, serious attention must be given to the barriers that prevent stakeholders from harmonizing its approaches to teacher compensation:

- Why are we not able to arrive at teacher compensation that is equitable and fair in the context of fragile states, displacement and reconstruction?
- What is the basis on which teacher compensation is determined? What are the factors that influence it?
- Who is responsible for teacher compensation in these contexts? How is teacher compensation managed?

Many developing countries are grappling with the issue of teacher compensation. Compounding this complexity in conflict-affected environments are the lack of coherent policies, dispersement of populations across national borders and the huge range of actors engaged in educational service provision. Moreover, the balancing act between ensuring educational access to large numbers of children (especially the most excluded and marginalized among them) has hugely influenced the complexity of the issue by exacerbating disparities in the professional training and remuneration of teachers. Several of the contextual factors affecting teachers are highlighted below.

Overwhelming demand for education: In the context of fragile states, situations of displacements (both IDPs and refugee camps) and post-conflict return, the nuances around unmet demand for education become even more challenging. Take the case of post-conflict return settings, where there is a sudden influx of a large number of people, including children, for whom education must be provided.[5] Their previous dislocation has serious ramifications on individuals, families and infrastructure. In such settings that are plagued by weak and reforming government institutions, even minimal increased demand for education is too much for systems to cope with and, in turn, becomes extremely difficult for teachers to navigate.

Chronic insecurity: Insecurity in all three contexts (fragile states, situations of displacement and post-conflict return) is a condition that any education initiative will have to address. Teachers pay a heavy price in this situation, wherein they themselves are put under risk for their own well-being. Their jobs are made harder by the trauma their students have endured and their shifting classroom make-up given the migration of families in insecure environments. Further, the

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[5] For instance the demand for education has gone up phenomenonally in Afghanistan.
http://www.fmreview.org/FMRpdfs/EducationSupplement/09.pdf#search= percent22problems percent20for percent20teachers percent20in percent20refugee percent20camps percent22

weakened (or absent) state and inadequate governance has led to ambiguity in roles and responsibilities amongst different stakeholders.

Inadequate financial resources in fragile states: Some of the critical causes of fragility, conflict or displacement are problems related to stability and economic growth. More often than not, such fragile states face problems of poor revenue generation, chronic histories of startlingly low national incomes and future plans for economic regeneration still underway. Remedying this situation demands long-term commitment on the parts of governments and associated donor agencies. Traditionally the financial commitment to education in these countries has been inadequate and future budgetary allocations are highly dependent on plans for economic regeneration and the progress made in this direction. Teachers are left to bear an enormous burden, working in under-resourced settings, often without adequate or regular pay, support or training. Furthermore, less qualified or poorly trained teachers are often hired in these instances, complicating structures for compensation.

Inadequate financial resources in hosting nations: Similarly displaced populations who flee to neighboring states often find themselves in less-than-hospitable conditions in their new host countries, where policies in the existing educational environment are weak and resources for refugees are few. Countries that are hosting refugees are often coping with poor economies and have limited resources to support their national education system.[6] Chad, for example, will need almost four times as many teachers by 2015 and meanwhile hosts more than 220,000 refugees from Darfur.[7]

Value placed on the educational profession: In the given economic scenario, inflation is often rampant and wide disparities exist between teaching and other occupations. Traditionally low salaries for educators make it difficult for teachers to keep up with the escalating real cost of living. This leads to questions about how and where does the teaching profession stand in comparison to other professions. In setting policies and determining practice around compensation, non-state providers (e.g., NGOs, communities or religious groups) face difficult questions about whether they should opt for greater compensation compatibility for their teachers in terms of that with other similar professions. This often leads to inconsistency with official policies and difficulty in harmonizing practice for teacher compensation in these fragile and post-conflict contexts.

Weak institutions: In many cases, emergency situations render state structures vulnerable to economic crises. There are many competing priorities for governments, forcing them to improvise with what is available and put in place arrangements which are sub-optimal in comparison to standards used in normal times. The international agencies working in partnership with states are sometimes not very sensitive to these constraints when they insist on minimum acceptable levels in respect of many components of the system. Teacher compensation is often one such area. On the other hand, it is also true that teachers' inputs are sometimes under-rated by the bureaucracy that controls government finances. Without clear value placed on teachers' salaries and champions to uphold their entitlement to adequate pay, teachers are left without voice or influence in weak institutional environments.

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[6] Uganda currently hosts more than 250,000 refugees from neighboring countries: Sudan, Rwanda and Democratic Republic of Congo.
[7] UNESCO. *Teachers and Educational Quality: Monitoring Global Needs for 2015*. 2006.
http://unesdoc.unesco.org/images/0014/001457/145754e.pdf#search= percent22Teachers percent20and percent20Education percent20Quality percent20 percent2B percent20UNESCO percent20 percent2B percent202006 percent22

Poor governance and lack of recourse: The socio-political scenario in the case of fragility and reconstruction is often defined by a number of internal challenges, including factionalism and conflicts. Political stability and coherent policy formulations are at best in the process of finding their bearing. Functionality and effectiveness of structures and systems may not yet be in place. The issues related to governance, including the delivery of education, are well recognized as problems in the two scenarios.

Other countries are rebuilding after years of conflict that has decimated infrastructure and are still striving to ensure functioning systems are in place. In Liberia, after 14 years of civil war, thousands of refugees are repatriating and demanding education for their children. However, as of earlier this year, the Ministry of Education did not have the capacity to maintain accurate records of teachers and still had no systematic method to pay teacher salaries.[8]

Lack of long-term investments: Emergencies elicit speedy response from funding organizations. Nonetheless, it is often in the form of a large quantity of funding with short timeframes for spending. While immediate relief is effectively addressed through such a funding regime, rehabilitation and reconstruction, including education, are long-drawn-out processes and do not get adequately supported beyond a limited timeframe. This is a factor that effects creation of any long-term arrangement for teacher deployment or compensation structures.

> *Issues for Reflection*
> - Who should decide on teacher compensation structures, in situation of crisis and afterwards?
> - Who should take responsibility for providing funds for teacher compensation? Who will bear the cost, now and in future?
> - Whose responsibility is teacher compensation? What is the role of the government and of donor agencies in harmonizing various policies and practices?
> - Should there be a different compensation strategy for the crisis period and for the long term?
> - Is compatibility with other similar professions possible?
> - Should the compensation be defined in monetary terms and should issues related to cost of living, security, etc., be considered?
> - Should there be incentives for teachers?

Teachers' Roles, Challenges and Requirements

The profile of the teacher in the context of fragility, reconstruction and displacement needs to be understood. At a personal level, teachers invariably will be victims of the same circumstances as those faced by their students and students' families—displacement, insecurity and personal trauma. At the professional level, as teachers they are facing the challenge of working with learners who are traumatized, distracted from their studies, coping with differing content and languages, housed in poor infrastructures and facing a paucity of material, pedagogical or management support for effective learning. In particular, they are ill-equipped to teach large,

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[8] Women's Commission for Refugee Women and Children. *Help Us Help Ourselves: Education in Conflict to Post-Conflict Transition in Liber*ia. March 2006. http://www.womenscommission.org/pdf/lr_ed.pdf

multi-grade classes with such limited teaching and learning material nor have they regularly been coached on how to best prepare children for living in a post-conflict environment.

Resulting factors that must be considered in the compensation debate include the following:

High teacher turnover: Teacher attrition is a reality. Poor work conditions, high workloads, inadequate and inconsistent salary payments all contribute to teachers leaving their posts in conflict environments and too often abandoning the profession altogether. This is further aggravated by the presence of international organizations and the availability of better-paying work with NGOs and UN agencies. In Chad, it was said that security guards were getting a much higher salary than school teachers in refugee camps.[9] In the case of refugees, the desire to return home also adds to teacher attrition. Many teachers may have been killed during conflict as they are often either targets of violence or are recruited as capable military leaders. Post-conflict settings can lead to the feminization of the teaching profession due to a lack of male teachers and/or out-migration to seek work, as well as low or non-existent salaries.

Teacher preparation and flexible capacities: In situations of emergency and conflict, when mainstream school systems collapse or when there is displacement of communities, alternative school systems are established. What transacts in these alternative systems may be drastically different from the practices in the mainstream systems – in terms of school schedules, the nature of teaching-learning (nature of pedagogy), material used, student assessment techniques used and so on. These alternatives often differ from the mainstream systems in teacher qualifications, teacher preparation and ongoing professional support. This makes parity in teacher compensation across systems problematic, as well as the integration of students back into the mainstream.

Diverse definitions and roles of teachers: Examples of diverse alternative programs include preschool centers, primary schools, alternative primary schools, secondary schools, accelerated learning programs, adult literacy classes, psycho-social counseling and religious studies. All these diverse programs have teachers – each with different roles, qualifications and compensations.

Teacher motivation: Teacher motivation is often considered a critical factor in alternative schools set up in societies in transition or in situations of emergency. Volunteers drawn from the affected communities are considered more suitable for being employed as teachers in these alternative systems because of their personal commitment and inherent understanding of the trauma that has been suffered by the populations with which they work. Motivation for and readiness to log in longer hours of work, to carry out a variety of duties outside of what is traditionally considered professional responsibility of teachers and to work in close liaison with the community are often found in these volunteer teachers in greater measure than among professionals not from the affected population. It is, however, difficult to expect a high order of consistency in performance among newly trained or volunteer teachers, in spite of their high level of motivation. It could be problematic therefore to calibrate an adequate compensation for voluntarism using the salary structures for the professional community of teachers as a benchmark.

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[9] Women's Commission for Refugee Women and Children. *Don't Forget About Us: The Education and Gender-Based Violence Protection Needs of Adolescent Girls from Darfur in Chad*. July 2005. http://www.womenscommission.org/pdf/Td_ed2.pdf

Teacher qualification: There is a great deal of variation in the qualifications of teachers recruited and working in these contexts. From school graduates who are volunteer teachers to university graduates and trained teachers, the issue is of course very contextual. In the Afghan refugee camps in Pakistan there have been instances where qualified doctors and lawyers worked as teachers. Their former status makes them respected and generally learned, but not necessarily a gifted teacher.

Issues for Reflection
- How do we reconcile the variations in experience and type of teacher qualifications and educational environments where they are asked to work while deciding on compensation?
- How do we arrive at a common agreement on who should be called a teacher?
- Should we distinguish between primary school teachers and teachers for other levels of learning?
- Should there be parity in compensation of these diverse teacher groups?
- How can such a system be implemented across agencies fueling educational work, particularly as displaced persons cross geographic and national borders?
- How can consistency in salary scales be reached across organizations?
- What should be the criteria for defining compensation – work schedule and duration / content / job role / level of schooling / teacher qualification / teacher-child ratio?
- Should there be incentives for working in difficult circumstances? How should this be decided upon?

Teacher Management and Accountability

Teacher compensation is part of the larger issue of teacher management. Therefore, it needs to be seen holistically to include the issue of fund flow and fund management, teacher accountability and performance. The critical issues of ownership and sustainability need to be considered upfront. In the context of fragile states, post-conflict reconstruction and displacement, there are a number of players who are implementing education programs, among them religious groups, local NGOs, INGOs and governments. Each of these actors has their own performance standards and outcomes for the teachers. Each has its own organizational structure for teacher management through which fund flow and accountability are ensured. Various related factors need to be explored:

Accountability: The three factors – compensation, accountability and consistent fund flow – have to be considered together. There is a need to harmonize compensation and job profiles. The need is to establish standards and guidelines for minimizing exploitation of teachers, as well as misuse of funds.

Coordination and the urgency of humanitarian response: In all of these contexts, there is an urgency to provide education to the affected populations as early as possible. This haste, although justifiable, propels different stakeholders, especially NGOs, to initiate options/strategies that give immediate results and in some way arrest further deterioration of the situation and its effects on children. These solutions many a time include recruiting teachers who are immediately available and are able to work with children. This often compromises teacher qualifications,

resulting in multiple professional cadres. Decisions are then made about teacher compensation based on what is best suited to the urgency of the situation, not necessarily long-term structures or compatibility with existing or emerging policies. There is a need to be cautious here. It is many times tempting to convert the temporary arrangements, once they demonstrate impact, into permanent ones, and this may well not be possible for the local government or desirable for the overall integrity of the compensation system.

Supervision and support: Inherent in this is the issue of scale and sustainability and the issue should be seen in the context of the economic readiness and capacity of the particular government. Regularizing teachers requires that a system for monitoring and support around those teachers.

Micropolitics: Inherent also is the issue of vested interests and continuance of the parallel systems initiated, including refugee camps!

> *Issues for Reflection*
> - How do we ensure compatibility between compensation and performance?
> - How do we strike a balance between immediate needs and long-term development?
> - How do we balance between pilots programs and systemic ownership?

Remaining Critical Issues

Although the factors discussed above give good insight into what issues must be considered to better plan and execute better compensation systems for teachers in fragile states, stiutations of displacement and post-conflict return, there are still several cross-cutting and over-arching questions that remain. Among them are:

- What should be the role of the community in deciding and contributing to teacher compensation and ensuring accountability?
- Is the affected community in a position to undertake the above?
- Should there be special incentives for special conditions or qualifications (such as incentives for women teachers)?
- What role could and should teacher unions have?
- What is the donor responsibility?
- Is there a charter, or guiding beliefs and principles that could be our point of reference?
- Since these are issues that are highly contextual and local, how are we qualified to deliberate on these, particularly in exclusion of the local actors, or at the least, without contextualizing our discussion in a specific circumstance?

Possible Next Steps

Many of these issues have been long recognized as hindering the adequate functioning of schools during and after conflict. However, we need to move forward to solutions (even if only partial) to address these situations so that education can continue for those children at risk, preventing "lost generations" unable to contribute to the reconstruction of their societies. Some critical steps could be:

1. Identify key players (local and international) both for emergency and long-term development work and create platforms for discussions, both short term, such as agreements on salary scales in crisis situations, and longer-term work with governments to increase teacher pay.
2. Document good and bad practices which have navigated or not navigated through bureaucratic structures. These case studies could act as advocacy material.
3. Define roles and responsibilities of stakeholders.
4. Include strategies that acknowledge that issues such as teacher compensation are best negotiated by communities, and that civil society's efforts should be to create mandate locally.
5. Develop a strategy to support governments in creating long-term teacher compensation and teacher development plans.
6. Develop broad criteria or guidelines for teacher compensation.
7. Enable broad categorization.
8. Link teacher compensation with teacher development and teacher management strategies.

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APPENDIX II:
INEE Good Practice Guide: Compensation and Payment of Educational Staff

Compensation and Payment of Educational Staff

Given the dire economic circumstances in areas of conflict, teachers and educational staff expect some type of pay or compensation to support themselves and their families. Typically, these staff will volunteer their services for a short period of time and later demand compensation from the government, UN or NGOs. If the staff are not paid they will not teach and will seek work elsewhere. In this way, teacher compensation not only provides educational services, but also stabilizes the education system and prevents the need for training and retraining unqualified teachers.

> **"Teachers should be paid as much as is necessary to attract and maintain people with the desired qualification."**
>
> *Managing Teacher Costs for Access and Quality*
>
> by Santosh Mehrotra and Peter Buckland

Strategies

- Accept some degree of unsustainability

   Even in the best of situations, sustainable quality education is difficult to achieve. In refugee camps, it can be assumed that little financial support will come from the asylum or home government to pay for educational programs. Therefore the education programs will have to be completely supported by the international community. In disaster-stricken areas or situations of post-conflict reconstruction, the local government should be expected to pay teachers. Often these wages are insufficient and irregular, and are supplemented by educational organizations as an interim measure. Possible strategies to pay teachers are outlined at the end of this section.

- Develop a graduated, equitable and non-disruptive pay scale

   Education systems do not exist alone and therefore the compensation or pay scale must be commensurate with other pay scales for similar work, such as those of the national government or UN/NGO "incentive" schemes. In crisis situations, the health sector is the second largest employer next to education and these salary scales should ideally be the same to avoid strikes and riots at a later time.

   In all cases, the pay scale developed should consider the individual's qualifications, training and years of teaching experience (if this can be validated). As unqualified teachers become trained, they will qualify for higher salaries. The education budget will rise proportionately with the number of qualified teachers.

   In some areas, such as refugee camps, three pay scales must be developed to accommodate:

   1. national professionals from the asylum country, e.g., specialized special needs teachers or secondary school teachers brought in from other areas;

2. local professionals, i.e., teachers living in the local area; and
3. refugee teachers.

Many refugee teachers will only receive food and other assistance. However, if cash is available, in order not to disrupt the local economy, the base wage of refugee teachers should correspond to the earnings of unskilled labor and petty traders. This should prevent large-scale turnover of teachers. Payment or compensation scales should also take into account the organization's policies of non-discrimination by gender, ethnic group or disability, i.e., equal pay for equal work.

- Start and stay low

While wanting to assist its education staff as much as possible, the salary scales set by agencies have long-range implications. A low salary scale can be adjusted upwards, while a high salary scale can only be lowered with great difficulty. If the salary or incentives for those implementing services are too high, a precedent may be set that prevents future governments and NGOs from implementing services. For example, the pay for Liberian refugee teachers in Guinea and Cote d'Ivoire over seven years slowly increased to US$80 per month. During the repatriation, the Liberian government could only pay US$10, creating a disincentive for the refugee teachers to continue teaching and further disrupting the education of the children. Wherever possible, it is better to delay the establishment of a monetary increase every year and explore alternatives such as the provision of tools, seeds or rucksacks to teachers

Problem Statement: Governments in disaster and post-conflict situations do not have enough money to pay teachers a livable wage. What should an NGO do?		
	Positive impacts	**Negative Impacts**
Strategies to assist the government:		
NGO pays teachers and school administrators full or partial salary while government becomes established	• Education system starts and maximum number of children are attending school	• Undermines government authority • Unsustainable, and raises the question of when the government will be able to pay salaries • May create disincentive for teachers to continue after NGO program ends

NGO advocacy with local government to compensate teachers	• Additional pressure on the government to pay teachers • Identification of whether the problem is lack of money or administrative (e.g., no computers to compile payroll or transportation to deliver salaries to schools) • Identification of alternative means to support teachers. In some countries, teachers and civil servants are given an allocation of farmable instead of monetary compensation.	• Possible loss of political capital and leverage on a very complicated and political issue
NGOs advocacy with donors	• Pressure on the local government separate from NGOs • Possible attention and assistance	• Possible loss of political leverage
In the interim, strategies to support communities:		
School fees	• Sustainable • Typically part of the pre-conflict culture • Some children might be able to attend school	• Some children might not be able to attend school • Fees might not provide adequate income to teachers
School agriculture or income generation projects (cash crop, animal husbandry, bees)	• Sustainable (but often ineffectual since school administration, parents and teachers may not be good managers of income	• Students, often of one gender, are often used for labor in the school fields, taking away from the time they could be

		generation projects) • Typically part of the pre-conflict culture • Educational opportunity in regard to teaching agriculture, business and animal husbandry	studying. • Takes school administrators' time away from education
Teacher housing incentives (building houses for returning teachers)	**On school compound**	• Can enhance school's permanent capital	• May hinder permanent settlement of families since they are living on school property • Creates a precedent for returning teachers and other professionals.
	Off school compound	• Enhances community and family return	• Disadvantages teachers who stayed during the crisis
Paying school teachers for additional work on NGO-sponsored supplementary education projects, such as adult literacy		• Provides services for other portions of the population • Lays the groundwork for these being included in the national agenda	• Potentially overworks teachers and school administrators • Potentially unsustainable by the community and by the government
Creation of a mentoring system for teachers in which mentoring teachers receive an incentive		• Increases the quality of education	• Unsustainable • Assists few teachers financially

Checklist

✓ Is there a government or refugee camp salary scale in place? How do the teachers/facilitators and educational staff fit into this schedule?

- ✓ If in a refugee camp, how does the salary scale compare to that in the home country?
- ✓ Are teachers leaving the schools? Why? Are they getting more pay elsewhere? If so how much? What are teachers other sources of income? Can these be enhanced?
- ✓ Is there a written policy for teacher payment? Does it include anti-discrimination clauses for gender and minorities? Are leave policies in place governing maternity leave and continuation of service?
- ✓ Is there a graduated pay scale?
- ✓ How are teachers physically paid? Who handles the money? Is money being taken out at each level for graft?
- ✓ Does the organization have the ability to move this amount of hard currency into the field? Is it possible to pay the teachers through a local bank?
- ✓ Does the school administration take anything out of the wages, such as dues for a teacher union? How has this been decided?
- ✓ Are cleaners, guards or cooks being paid? Can the community take these responsibilities?
- ✓ Are mechanisms set into place to monitor teacher student ratios and class size and make necessary adjustments?
- ✓ In many situations, teacher incentives are used as a means to spread money through a community. Are there mechanisms to determine teachers who have other jobs such as acting as a night guard? Or "ghost teachers" whose pay is distributed amongst school administration and other teachers?
- ✓ How are teacher hours monitored?

Resources

Managing Teacher Costs for Access and Quality by Santosh Mehrotra and Peter Buckland
Available from UNICEF, or on the INEE website.

Roundtable on Teacher Compensation in Fragile States, Situations of Displacement and Post-Conflict Return

Co-sponsors: International Rescue Committee, Save the Children and the Women's Commission for Refugee Women and Children
on behalf of the Inter-Agency Network for Education in Emergencies

Hosted by the World Bank with support from USAID through the EQUIP1 mechanism

Date: October 11, 2006
Location: World Bank "U Building"; 1800 G Street, NW; Conference Rm U3 – 415

Time	Schedule
8:30 – 9:00 am	Registration and light breakfast
9:00 – 9:10 am	Welcome and opening remarks
9:10 – 10:00 am	Framing the Topic: Presentation by Dr. Geeta Menon, Senior Technical Advisor, CARE USA ▪ Highlights from the framing paper: Issues and challenges, as well as examples of potential ways to address ▪ Discussion
10:00 – 11:00 am	Presentations of individual country case studies: ▪ Liberia: Rebecca Winthrop, Senior Technical Advisor Education, International Rescue Committee (IRC) ▪ Darfur: Jill Zarchin, Education Coordinator, UNICEF ▪ South Sudan: Mourad Ezzine, Lead Education Specialist, World Bank
11:00 am – 12:00 pm	Discussion on common themes from case studies: ▪ Identify areas for working group sessions
12:00 – 1:00 pm	Lunch
1:00 – 2:00 pm	Working Group Sessions: Identifying good practices, exploring solutions/alternatives and defining next steps
2:00 – 3:30 pm	Closing plenary ▪ Working Groups report back to plenary on: Consensus around challenges/constraints; good practices and lessons learned; recommendations for moving forward ▪ Next steps discussion

Participant List

Roundtable on Teacher Compensation in Fragile States, Situations of Displacement and Post-Conflict Return

Co-organized by the International Rescue Committee, Save the Children and the Women's Commission for Refugee Women and Children on behalf of the Inter-Agency Network for Education in Emergencies, and hosted by the World Bank with support from USAID/EQUIP 1

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