



Education International

Teacher Supply, Recruitment and Retention in six Anglophone Sub-Saharan African Countries



A report on a survey conducted by
Education International

**in The Gambia, Kenya, Lesotho,
Tanzania, Uganda and Zambia**

December 2007

This report was researched and written by Dennis Sinyolo, EI Coordinator, Education and Employment.

Cover picture : Uganda: A qualified teacher who has been working as a volunteer for four years in the hope of being recruited by the Ministry of Education.



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FOREWORD

The two principal aims of Education International (EI) are to advocate for the right to quality education for all people and to fight for the improvement of the welfare and status of teachers and other education employees through the effective application of their human and trade union rights. In that respect, EI fully supports the achievement of Education for All (EFA) targets and Millennium Development Goals (MDGs). EI also promotes the application of the 1966 ILO/UNESCO Recommendation Concerning the Status of Teachers and the 1997 UNESCO Recommendation on the Status of Higher Education Teaching Personnel. The achievement of the EFA targets and MDGs cannot be realised without adequate numbers of properly trained, qualified and motivated teachers.

According to the UIS Report (2006),¹ more than 18 million teachers would be needed (between 2004 and 2015) worldwide to meet the Universal Primary Education (UPE) goal alone. Sub-Saharan Africa alone would need to train and recruit close to 4 million primary school teachers to replace those who leave and to deliver quality education to children of the countries with 100% enrolment. Today, we are only left with less than eight years before 2015 and many countries are nowhere near their required teacher stocks.

It was in view of the apparent insufficient recruitment of qualified teachers and the prevalent employment of unqualified, volunteer, contract or para teachers in Sub-Saharan Africa, that EI decided to carry out this survey. The overall goal of the survey was to investigate various issues that affect the recruitment, supply and retention of teachers in Anglophone African countries. The survey focused on five major teacher issues: Teacher Supply, Teacher Attrition, Teacher Remuneration and Motivation, Teacher Absenteeism and Union Involvement in Policy Development. The survey was carried out in the following Anglophone African countries: The Gambia, Kenya, Lesotho, Tanzania, Uganda and Zambia.

EI is concerned about the apparent inability of governments to recruit adequate numbers of qualified teachers in most of the participating countries and others. We found that either the country does not have enough qualified teachers, or it has failed to recruit them. For example, in Lesotho the survey revealed that more

¹ UNESCO Institute of Statistics Publication, *Teachers and Educational Quality: Monitoring Global Needs for 2015*, 2006, p 100



than 40% of the teachers are unqualified, while in Kenya and Zambia, there are 40 000 and 15 000 unemployed qualified teachers, respectively.

Teacher attrition is very high, and probably linked to the high HIV prevalence rate in some of the countries investigated. As EI, we commit ourselves to continue fighting HIV and AIDS through the EFAIDS Programme, in partnership with EI member organisations and other stakeholders.

EI is also worried about the general decline in the status of the teacher and the teaching profession revealed in the report. Most of the erosion of the teachers' status is attributed to the low salaries teachers receive and the poor conditions of service under which they work. We call upon governments and other employer agencies and authorities to help raise the profile of the teaching profession by improving the teachers' conditions of service.

The findings of this study have reaffirmed the need for EI to continue to:

- lobby governments, UNESCO, the World Bank, the IMF, UNICEF and other UN agencies and organisations, the African Development Bank and the African Union to support the training and recruitment of properly trained and qualified teachers and access to quality and relevant public education for all.
- oppose the recruitment of untrained, volunteer, contract or para teachers and crash programmes that compromise educational quality.
- encourage its affiliates to recruit untrained, volunteer, contract or para teachers as members and to defend their rights.
- scale up the EFAIDS Programme and cover as many teachers and students as possible in order to reduce the impact of HIV and AIDS on the education sector and to promote that Ministries of Education include HIV and AIDS education in the curriculum.
- lobby governments to provide proper in-service training to untrained, volunteer, contract or para teachers. Such programmes should lead to certification and enhanced remuneration.

- organise regional and national capacity building workshops on collective bargaining and negotiations. The content of such workshops may also include a focus on international labour standards and ILO Conventions, among other relevant issues.
- support its affiliates in calling for the establishment of effective collective bargaining structures and systems in all the participating countries and the region.
- fight for the general improvement of the image of the teaching profession and its status.

We would like to thank EI member organisations, Ministries of Education, Teachers' Service Commissions, UN agencies, civil society organisations and all the organisations and individuals that participated in this study. We encourage governments, development partners, UN agencies and other key players in education to read this synthesis report, debate the issues raised and take note of its Recommendations. But above all, we encourage teacher unions, in the participating countries and beyond, to study this document, use it as an instrument to develop union policies and its outcomes as a strong advocacy tool. Africa, like all continents, needs and deserves quality education delivered by a qualified workforce.



Fred van Leeuwen
General Secretary

ACKNOWLEDGEMENTS

Education International would like to express its sincere gratitude to all those who contributed to the success of this survey. First and foremost, we appreciate the support given by the Ministry of Development Cooperation of the Netherlands to make this research possible through the SALIN Programme.

We are also particularly grateful to the following teachers' unions and EI member organisations for their support and informative responses: The Gambia Teachers' Union(GTU), Kenya National Union of Teachers(KNUT), Lesotho Association of Teachers(LAT), Tanzania Teachers' Union(TTU), Uganda National Teachers' Union (UNATU) and Zambia National Union of Teachers(ZNUT).

We would also like to thank government officials, UNESCO, the World Bank, ActionAid, The Commonwealth Education Fund and other UN agencies and organisations for agreeing to take part in this survey and for their valuable contributions. Many thanks also go to the Education for All (EFA) country coalitions for their informative responses.



TABLE OF CONTENTS

Foreword	3
Acknowledgements	7
Table of contents	8
List of boxes, figures and tables	10
List of abbreviations and acronyms	11
1. EXECUTIVE SUMMARY	
<hr/>	
■ Teacher supply and recruitment	13
■ Teacher attrition	13
■ Teacher remuneration and motivation	13
■ Teacher absenteeism	14
■ Union involvement in policy development	15
2. INTRODUCTION	
<hr/>	
■ Preamble	16
■ Objectives of the Survey	20
■ Methodology	21
3. BACKGROUND INFORMATION	
<hr/>	
■ The demographic and educational contexts	22



4. SURVEY RESULTS

■ Teacher demand, supply, planning and recruitment policies	26
Case study 1: Lesotho	28
Case study 2: Tanzania	31
Case study 3: Uganda	34
Case study 4: The Gambia	37
Case study 5: Kenya	37
Case study 6: Zambia	43
Shortage of special subject teachers	45
Unqualified, contract volunteer or para teachers	46
■ Teacher attrition	53
■ Teacher remuneration and motivation	56
■ Teacher absenteeism	58
■ Union involvement in policy development	60
Case study 1: The Gambia	60
Case study 2: Kenya	61
Case study 3: Lesotho	62
Case study 4: Tanzania	63
Case study 5: Uganda	63
Case study 6: Zambia	64

5. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

■ Summary and conclusions	68
■ Recommendations to teachers' unions	73
■ Recommendations to governments	75
■ Recommendations to regional and international financial institutions ..	77
■ Way forward	79



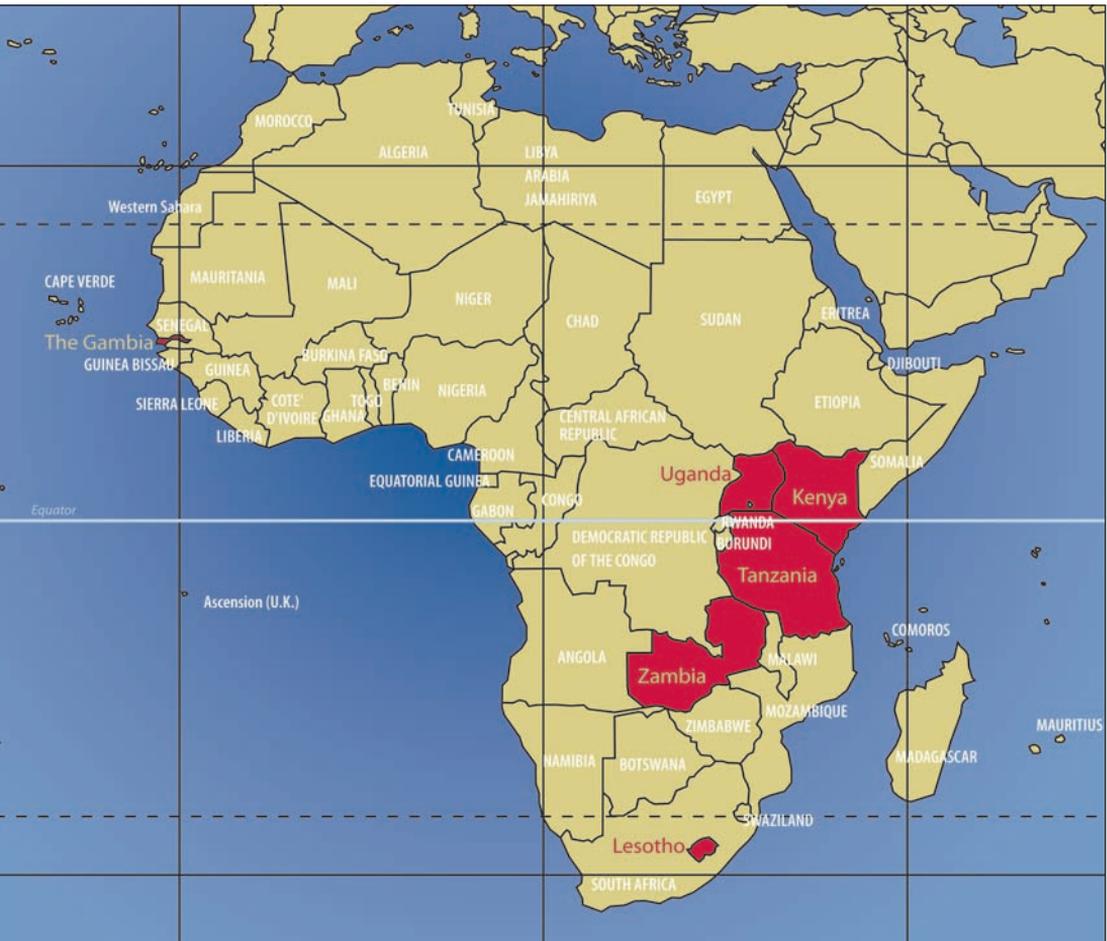
LIST OF BOXES, FIGURES AND TABLES

Box 1	The Dakar EFA goals	18
Box 2	Education-related MDGs	18
Box 3	Unqualified, contract volunteer or para teachers	47
Figure 1	Percentage of qualified teachers	29
Table 1	Participating countries at a glance	22
Table 2	Year free primary education was introduced	24
Table 3	Education indicators in the participating countries	25
Table 4	The number of teachers and their professional status in Lesotho	28
Table 5	The teaching force, size and qualifications	29
Table 6	Student output: Lesotho College of Education	30
Table 7	Primary pupil-teacher ratios in Tanzania	33
Table 8	Ugandan teachers and their qualifications	34
Table 9	Pupil-teacher ratios in 6 worst affected districts	35
Table 10	Number of teachers in The Gambia	37
Table 11	Number of teachers and their qualifications in Kenya	38
Table 12	Teacher output: University of Zambia	44
Table 13	Levels and causes of teacher attrition at primary school level	53
Table 14	Teachers' gross salaries per month in US dollars	56
Table 15	Causes of teacher absenteeism in Zambia	58

LIST OF ABBREVIATIONS AND ACRONYMS

BEST	Basic Education Statistics in Tanzania
COBET	Complementary Basic Education in Tanzania
DTEP	Distance Teacher Education Programme
EFA	Education for All
EI	Education International
FENU	Forum for Education NGOs in Uganda
GER	Gross Enrolment Ratio
GTU	Gambia Teachers' Union
IMF	International Monetary Fund
KNUT	Kenya National Union of Teachers
LAT	Lesotho Association of Teachers
MDGs	Millennium Development Goals
NER	Net Enrolment Ratio
OECD	Organisation for Economic Cooperation and Development
PEDP	Primary Education Development Programme
PDL	Poverty Datum Line
PTR	Pupil -Teacher Ratio
SEDP	Secondary Education Development Programme
TTISSA	Teacher Training Initiative for Sub-Saharan Africa
TTU	Tanzania Teachers' Union
UIS	UNESCO Institute of Statistics
UNATU	Uganda National Teachers' Union
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International Children's Education Fund
UNDP	United Nations Development Programme
ZANEC	Zambia National Education Coalition
ZNUT	Zambia National Union of Teachers

EXECUTIVE SUMMARY



Countries participating in the Education International study on teacher supply, recruitment and retention.

The purpose of this survey was to investigate teacher supply, teacher attrition, teacher remuneration and motivation, teacher absenteeism and union involvement in policy development in six Anglophone African countries. These are: The Gambia, Kenya, Lesotho, Tanzania, Uganda and Zambia. The survey data or information was collected by means of a questionnaire and through country visits (interviews and discussion groups) and document analysis. The main findings of the survey are summarised below:

Teacher supply and recruitment

Four of the six countries involved in the survey (66.7%) had a shortage of qualified teachers. These are The Gambia, Lesotho, Tanzania and Uganda. The shortages affect both primary and secondary levels. For example, in 2006, 44% of the primary school teachers and 42% of the secondary school teachers in Lesotho were unqualified. Apparently, these countries have not succeeded in providing adequate pre-service training facilities to meet demand, current and future. Kenya and Zambia do not have adequate numbers of teachers in their schools (evidenced by high pupil-teacher ratios) yet they have so many qualified teachers roaming the streets. These countries have failed to significantly increase their teacher stock due to budgetary considerations and agreements reached with international financial institutions. Teacher shortages seem to be more acute in remote rural areas. All the six countries have a shortage of mathematics and science teachers. However, the shortages are less acute in Kenya, due to the country's programme to train, recruit and retain mathematics and science teachers. The region needs to increase output from its teacher training institutions and to recruit and retain qualified teachers, including mathematics, science and Information and Communication Technology (ICT) teachers. Specific recommendations are given in the last chapter of this report.

Teacher attrition

The average rate of teacher attrition in the six countries is 4%. Most of the attrition is attributed to retirement, resignations, death and dismissals. Many respondents felt that death due to AIDS related illnesses has contributed to the high rate of attrition, especially in Lesotho and Zambia. Brain drain has also contributed to the high level of teacher attrition in Zambia, particularly at secondary level. The main cause of brain-drain was cited as low salaries and poor conditions of service. Therefore, the best way of reducing teacher attrition is to address its root causes, particularly HIV and AIDS, low salaries and poor working conditions.

Teacher remuneration and motivation

The survey reveals that teachers' salaries are generally low and below the poverty datum line² or cost of living. Conditions of service are also poor and many

² The poverty datum line may be defined as a monthly budget of an average low income family (5-6 members)



schools do not have accommodation, or adequate accommodation for teachers. The situation is even worse for unqualified teachers, most of whom earn between 40 and 60% of the salary of the lowest paid qualified teacher. The low salaries and poor conditions of service have contributed to the high level of brain drain³ in countries like Zambia and to a general decline in the status of the teaching profession in all the six countries. As a result, teaching has become a stepping stone or a profession of last resort in many of the countries visited. For example, in Tanzania, some teachers have discouraged their own children from taking up teaching as a career. There is an urgent need to improve the teachers' conditions of service in order to make the teaching profession more attractive.

All the countries surveyed did not have proper or effective collective bargaining structures in place, except Kenya. For example, in The Gambia, the salaries of civil servants, including teachers, are determined by a Government commission, while in Tanzania they are usually determined and announced by the country's political leadership (usually during state occasions). The trade union leaders in all the six countries expressed the need for training in collective bargaining/negotiations, policy development and advocacy. They indicated that they were not fully equipped or prepared to confront influential international, regional and national financial institutions, donor organizations and other stakeholders on a level playing field.

Teacher absenteeism

Teacher absenteeism was reported to be a problem (not a major one, though) in 50% of the countries (Lesotho, Tanzania and Zambia). The main causes were irregular pay days (e.g. in Tanzania and Zambia) and illness, probably related to HIV and AIDS. Teachers from rural areas usually travel to urban areas or district centres to collect their pay and this may take three or more days, especially when the processing of salaries is delayed. Meanwhile, the pupils or students would be losing valuable learning time, while the few teachers who might have remained at the school would be overburdened with heavy teaching loads. Teacher absenteeism may be addressed by regularising the pay days and by scaling up HIV and AIDS prevention and treatment activities.

³ **Brain drain** or **human capital flight** is the emigration of trained and skilled individuals ("human capital") to other countries, nations or jurisdictions. In this context, it refers to the emigration of teachers or education personnel in search of greener pastures.

Union involvement in policy development

Teacher unions in all the six countries are generally involved in policy development. However, in most cases, the involvement comes at a later stage of the policy making process and is not institutionalised. However, in countries like The Gambia, Kenya and Uganda, the involvement of the union is provided for in the country's legal statutes, such as The Education Act or in the education policy papers or plans. Generally, all the unions were working closely with civil society organizations like Education for All (EFA) country coalitions and this strengthened their ability to influence education policy. Active involvement in educational or professional issues, over and above the bread and butter issues, earned the unions a lot of respect from the government and other stakeholders. However, the unions should ensure that they maintain a balance between their trade union and professional roles. Collaboration between the Education International (EI) affiliates and United Nations (UN) agencies, such as the United Nations Scientific and Cultural Organisation (UNESCO), the United Nations International Children's Emergency Fund (UNICEF) and the World Bank, was either weak or non-existent, in most countries, and needs to be strengthened.

INTRODUCTION

Preamble

The achievement of the Education for All (EFA) targets and education-related Millennium Development Goals (MDGs)⁴ depends, to a very large extent, on the availability of properly trained and qualified teachers. The educational quality imperative cannot be met without quality teachers — these are professionally trained teachers who have a deep understanding of both subject matter and teaching pedagogy.



A safe and happy school environment is essential for effective learning.

There is overwhelming evidence that qualified teachers contribute to quality teaching and learning. The World Education Forum (2000) recognised the crucial role of trained teachers in the achievement of the EFA targets. One of the strategies adopted by the Forum to achieve the EFA goals, as given in The Dakar Framework

⁴ Boxes 1 and 2 on the next page show the EFA and education-related MDGs, respectively

(2000), was to “identify, train and retain good teachers...”⁵ In their joint publication on teachers, UNESCO and the OECD⁶ (2001), argue that “a better trained teaching force is an important factor in educational quality”.⁷ The two organisations further support the importance of professionally trained and qualified teachers by contending that “teachers’ subject matter expertise must be complemented by pedagogical competence”.⁸ Even the World Bank Operations Evaluation Department (OED) aptly acknowledges, in its 2004 Background Paper for the Evaluation of the Bank’s Support to Primary Education, “Many studies find that teacher training is important.”⁹ The paper correctly observes that “better trained teachers are more effective in terms of cognitive achievement”.¹⁰ Furthermore, many countries have invested tremendously in teacher education, both in pre-service and in-service training because they realise the enormous benefits of having professionally trained and qualified teachers. The above evidence clearly indicates that qualified teachers do matter. That is why proponents of the notion that anyone can teach would not allow their own children to be taught by unqualified teachers.

Unfortunately, some countries have turned a blind eye to the importance of qualified teachers and decided to employ unqualified, volunteer, contract or para teachers. These teachers generally have very minimal or no teacher training at all, and are normally hired locally and paid by the community. The employment of unqualified, volunteer, contract or para teachers is sometimes prescribed or done on the advice of international financial institutions such as the International Monetary Fund (IMF) and the World Bank as a way of controlling or reducing education budgets and government expenditure.

⁵ *The Dakar Framework for Action*, Dakar, 2000, p 20

⁶ Organisation for Economic Co-operation and Development

⁷ *Teachers for Tomorrow’s Schools: Analysis of the World Education Indicators*, 2001, p 7

⁸ *Teachers for Tomorrow’s Schools: Analysis of the World Education Indicators*, 2001, p 10

⁹ *Determinants of Primary Education Outcomes in Developing Countries: Background Paper for the Evaluation of the World Bank’s Support to Primary education*, 2004, p 22

¹⁰ *Determinants of Primary Education Outcomes in Developing Countries: Background Paper for the Evaluation of the World Bank’s Support to Primary education*, 2004, p 22



Box 1: The Dakar EFA Goals

1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriated learning and life-skills programmes.
4. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
5. Eliminating gender disparities in primary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
6. Improving all aspects of education and ensuring excellence of all so that learning outcomes are achieved by all, especially in literacy, numeracy and essential life-skills.

Box 2: Education-related Millennium Development Goals

- Goal 2. Achieve universal primary education. Target: Ensure that by 2015 children everywhere, boys and girls, will be able to complete a full course of good quality primary schooling.
- Goal 3: Promote gender equality and empower women. Target: eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels of education no later than 2015.

Granted, these international financial institutions have supported a number of educational or education-related programmes, particularly in the developing world. For example, the World Bank has been the largest financier of educational programmes in developing countries for many years. Most of the internation-

al funds earmarked for education are also channelled through the World Bank. Paradoxically, some of the Bank's policies have undermined the very educational programmes they are supposed to promote and support. As a result, a number of developing countries which had made tremendous progress in education in the 1970s and 1980s lost ground, particularly in the 1990s, mainly due to retrogressive World Bank and IMF policies. For example, the one-size-fits-all structural adjustment policies prescribed by the IMF and the World Bank had a negative impact on education in many developing countries. Countries that had free or highly-subsidised education systems were advised to institute cost-recovery measures in order to reduce public expenditure. The IMF has continued to put caps to the public sector wage bill in a number of developing countries, thereby making it difficult for these countries to employ more teachers. For example, ActionAid International reveals that Kenya has been unable to employ more teachers despite a surge in school enrolment, as a result of free primary education introduced in 2003, due to an agreement the country reached with the IMF in 1997¹¹. The Kenyan Government agreed with the IMF to impose a limit on the number of teachers that could be employed.

Current global and regional teacher supply and recruitment trends are not encouraging and may not meet the projected demand. According to the UIS Report (2006),¹² more than 18 million teachers would be needed between 2004 and 2015 worldwide to meet the Universal Primary Education (UPE) goal. Sub-Saharan Africa alone would need close to 4 million primary school teachers to meet the same goal.

In view of the insufficient supply of qualified teachers due to lack of pre-service training capacity and the subsequent prevalent employment of unqualified, volunteer, contract or para teachers in Sub-Saharan Africa, Education International (EI) decided to carry out a survey focusing on five major teacher issues. The survey, which was carried out between October 2006 and January 2007, focused on Teacher Supply, Teacher Attrition, Teacher Remuneration and Motivation, Teacher Absenteeism and Union Involvement in Policy Development. The survey was carried out in six Anglophone African countries. These were: The Gambia, Kenya, Lesotho, Tanzania, Uganda and Zambia. The survey was carried out within the framework of the EI-EFAIDS Programme, which has research as one of its key components.

¹¹ *Cancelling the Caps: Why the EFA movement must confront wage bill caps now*, ActionAid International, 2006, p 6

¹² UNESCO Institute of Statistics Publication, *Teachers and Educational Quality: Monitoring Global Needs for 2015*, 2006, p 100



Objectives of the Survey

The overall goal of the survey was to investigate various issues that affect the recruitment or supply and retention of qualified teachers in six Anglophone Sub-Saharan African countries, namely, The Gambia, Kenya, Lesotho, Tanzania, Uganda and Zambia. The specific objectives of the survey were:

1. To identify the teacher demand and supply needs of the participating countries;
2. To determine the existence (or non-existence) and prevalence (or non-prevalence) of unqualified, volunteer, contract or para teachers in the Anglophone Sub-Saharan African countries under investigation;
3. To solicit the stakeholders' views about the effectiveness of unqualified, volunteer, contract or para teachers in facilitating quality teaching and learning;
4. To determine the extent of, and main causes of teacher attrition in the participating countries;
5. To find out if brain drain was a major problem in the education sector in the countries under investigation, and if so, what its main causes were;
6. To find out how the teachers' remuneration levels compared with those of the past and with those of their counterparts with similar and comparable qualifications and levels of training, both within, and outside the public service;
7. To find out how the remuneration levels of unqualified, volunteer, contract or para teachers compared with those of regular teachers;
8. To determine the teachers' general level of motivation in the participating countries;
9. To find out if teacher absenteeism was a major problem in the countries under investigation and, if it was, what its major causes were; and
10. To determine the extent to which teacher unions in the participating countries were involved in education policy development.

Methodology

Data or information was gathered through document analysis, a questionnaire and follow-up visits and interviews. The documents analysed included education policy documents and statistical bulletins. The respondents comprised union and government officials, representatives of UN agencies such as UNESCO and the World Bank, and civil society organisations in each individual country. Educational statistics were not always readily available in a number of countries. Generally, most of the unions did not have basic educational statistics such as the total number of teachers in the country, the number of unqualified teachers, etc.

The various sources of information used in this survey ensured triangulation and improved the validity and reliability of the data and the study's findings.



BACKGROUND INFORMATION

The demographic and educational contexts

All six countries included in this study are Anglophone Sub-Saharan African countries. Three of them are from East Africa (Kenya, Uganda and Tanzania), two of them from Southern Africa (Lesotho and Zambia) and one of them is from West Africa (The Gambia). These countries constitute 27.3% of the 22 Anglophone African countries. Although conditions vary from one country to another, the findings of this survey may be considered a fair representation of the teacher issues in Sub-Saharan Anglophone African countries. The table below shows some of the six countries' basic demographic indicators. The statistics refer to the year 2005.

Table 1: Participating countries at a glance

	Gambia	Kenya	Lesotho	Tanzania	Uganda	Zambia
Population, total (millions)	1.5	34.3	1.8	38.3	28.8	11.7
Population growth (annual %)	2.6	2.3	-0.2	1.8	3.5	1.6
Surface area (sq. km) (thousands)	11.3	580.4	30.4	945.1	241.0	752.6
Life expectancy at birth, total (years)	56.3	48.3	35.6	46.2	48.9	38.1
Mortality rate, infant (per 1,000 live births)	89.0	78.5	80.0	78.4	80.2	102.0
Literacy rate, youth female (% of females ages 15-24)	-	80.7	-	76.2	71.2	66.2
GNI (current US\$) (billions)	0.4	18.0	1.8	12.1	8.5	6.7
GNI per capita, Atlas method (current US\$)	290.0	530.0	960.0	340.0	280.0	490.0
Prevalence of HIV, total (% of population ages 15-49)	2.4	6.1	23.2	6.5	6.7	17.0

Source: World Development Report

Uganda), while one of them may be regarded as an average state (Zambia). The HIV prevalence rate is very high in most of the countries. For example, Lesotho has a prevalence rate of 23.2%, while Zambia also has a high rate of 17%. In Kenya, women constitute 61.7% of the adults (15+) living with HIV. According to Avert, an HIV and AIDS charity, Kenya has 1,100 000 AIDS orphans, the fourth highest number in the world¹³.

All of the six countries included in this survey have very low Gross National Income (GNI) per capita, with the exception of Lesotho. According to the 2007 EFA Global Monitoring Report, over 50% of the population in each country lives on less than \$2 per day. For example, in Zambia, a staggering 87.4% of the population lives on less than \$2 per day. In the Gambia, 82.9% of the population lives on less than the same amount per day. Clearly, poverty is a major challenge confronting these countries. Such enormous challenges usually make it difficult for the affected countries to achieve EFA targets and MDGs.

The pre-university education systems of the countries under investigation may be divided into 4 distinct categories, the most common one being the 7-4-2 structure. This means seven years of primary education, four years of lower secondary education and two years of upper secondary education. Tanzania and Uganda follow the above structure, while Lesotho slightly deviates from it by having three instead of four years of lower secondary education. Zambia and the Gambia have a similar structure, comprising nine years of basic education (primary plus lower secondary) and three years of secondary education. Kenya's education system follows an 8-4-4 structure, introduced in 1985. Under this system, eight years of primary schooling (leading to the Kenya Certificate of Primary Education) are followed by four years of secondary schooling (leading to the Kenya Certificate of Secondary Education (KCSE) and four years of first degree studies at university. This is in line with the need for a broad-based curriculum that prepares students for self-reliance, vocational training and further education. However, Kenya's unique structure may be considered a disadvantage, as it may inhibit student mobility, both within and beyond the region. In addition, this may potentially disadvantage students who want to pursue university or tertiary studies outside the country if those countries consider the Kenyan school leaving certificate inadequate.

Pre-primary education is not usually considered part of the formal educational structure in the countries under investigation. However, countries such as The

¹³ This information is available on the Avert web site: www.avert.org



Gambia and Kenya have good early childhood education (ECE) policies and programmes (See table 3). For example, 70% of Kenya's 70 068 pre-primary school teachers are qualified. Unfortunately, pre-primary education is predominantly run by communities and the private sector in most of the countries included in this survey. The state needs to play a more prominent role in the provision of pre-primary education. This should include the provision of a uniform core curriculum to be followed by all pre-primary institutions, the establishment of infrastructure, facilities and materials and the hiring of teachers.

All six countries have free primary education in one form or another. However, some countries continue to charge user fees in the form of school maintenance fees, fees for school uniforms, books, meals etc. The table below shows when each country launched free primary education.

Table 2: Year free primary education was introduced

COUNTRY	YEAR
The Gambia	2002
Kenya	2003
Lesotho	2000
Tanzania	2002
Uganda	1997
Zambia	2002

The different countries are at various levels of educational development. The education indicators below reflect each country's level of development and how it compares with others.

Table 3: Education Indicators in the participating countries

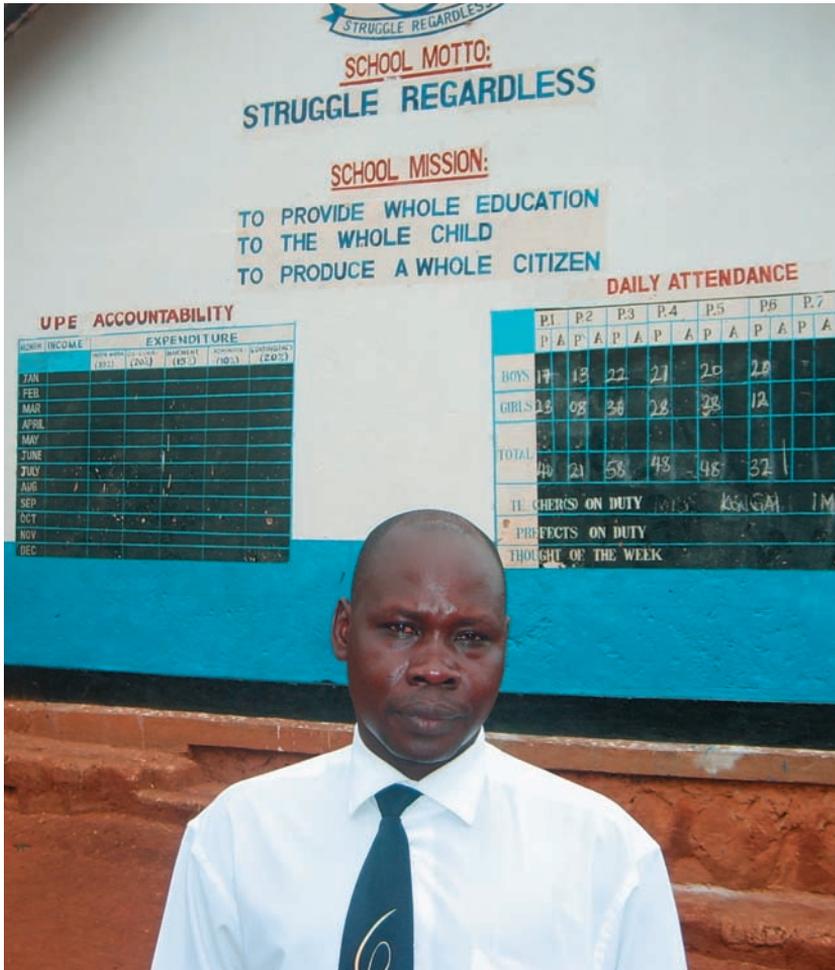
	Gambia	Kenya	Lesotho	Tanzania	Uganda	Zambia
Gross Enrolment Ratio (Pre-primary-2004)	18	53	31	29	2	-
Gross Enrolment Ratio(Primary-2004)	81	111	131	106	118	106
Gross Enrolment Ratio(Secondary-2004)	59	87	45	-	16	26
Net Enrolment Ratio (Pre-primary-2004)	-	29	-	29	-	-
Net Enrolment Ratio (Primary-2004)	65	76	86	91	-	91
Net Enrolment Ratio (Secondary-2004)	47	40	23	-	13	24
School Life Expectancy (1999)	7.8	9.9	10.9	5.1	10.4	6.5
Adult Literacy Rate (2004)		26	74	82	69	67
Transition Rate (Primary to Secondary-2003)	-	95	63	33	36	54
Dropout Rate (Primary-2003)	-	27.2	43.1	26.6	59.3	12.5

Source: EFA Global Monitoring Report, 2007

The above table indicates that the pre-primary gross and net enrolment ratios are generally low and below the global average gross enrolment ratio of 37%, except for Kenya. At primary level, the gross and net enrolment ratios are higher, except for the Gambia, whose ratios are 81 and 65%, respectively. At secondary level, the gross and net enrolment ratios are very low, except for The Gambia and Kenya. However, the Gross Enrolment Ratio (GER) of 87% is influenced by the grade 8 GER, while the transition rate of 95% reflects transition from grade 7 to 8(both primary), as opposed to transition from primary to secondary level. The actual primary to secondary transition rate (Grade 8 to 9) stood at 60% in 2007. Lesotho's adult literacy rate is very low (26%) and below half of that of other countries in the region. The drop out rate is generally high, particularly for Lesotho and Uganda (43.1 and 59.3%, respectively).

SURVEY RESULTS

Teacher demand, supply, planning and recruitment policies.



School principals take the lead in fulfilling the vision and mission of the school.

The survey findings indicate that four out of the six countries included in this study have a serious backlog in the training and recruitment of qualified teachers. The situation is particularly critical at pre-primary level, except in Kenya. Kenya is one

of the countries with the highest number of qualified pre-primary school teachers in the region. According to primary data obtained from the Teacher's Service Commission, in 2006, there were 70 068 teachers operating in Kenyan pre-primary schools. A significant 49 068 or 70% of these were qualified. Kenya and Zambia have high numbers of unemployed qualified teachers. For example, Roy Mwaba, the Zambia National Union of Teachers(ZNUT) General Secretary revealed that Zambia has 15 000 unemployed qualified teachers, while Francis, Ng'ang'a, the KNUT General Secretary, revealed that Kenya has 40 000 qualified teachers roaming the streets. However, it should be noted that, despite the availability of trained teachers, these countries do not have adequate teachers in their schools. In some cases, they continue to recruit unqualified teachers. For example, statistics obtained from the Ministry of Education indicate that, in 2006, there were 3 347 unqualified teachers teaching in Zambian schools. Zambia has a large proportion of under qualified teachers, especially at upper basic level (grades 8 and 9).

The situation may even be worse in community schools where the number of unqualified teachers could not be established during the survey. As illustrated above, the tragedy of the Zambian education system is that it has so many schools without qualified teachers, yet it has so many qualified teachers without schools.

The situation is no better in Kenya, where pupil-teacher ratios have continued to balloon, mainly as a result of the introduction of free primary education in 2003. According to Francis Ng'ang'a, in some cases "an individual primary school teacher handles between 70 and 120 pupils". Despite a surge in primary school enrolment as a result of the introduction of free primary education in 2003, Kenya has not increased its teacher stock since 1999. The country had to suspend the recruitment of new teachers due to what the Ministry of Education, Science and Technology called "pressure from donors". As ActionAid International reveals, the donors mentioned by the Ministry include the IMF and the World Bank¹⁵. The Ministry confirmed this by disclosing, "There is a time when the World Bank said no more teachers". However, on a positive note, the country started recruiting new teachers in 2007, although the number of newly-recruited teachers remains relatively low.

Case study 1: Lesotho

The shortage of qualified teachers in the other countries ranges from moderate to very serious. For example, Lesotho has a serious shortage of qualified teachers, at both primary and secondary school levels. The table below illustrates the magnitude of the problem.

Table 4: The number of teachers in Lesotho and their professional status (2006)

Category	Qualified	Unqualified	Total	% Qualified	% Unqualified
Pre-primary	160	1 462	1 622	10%	90%
Primary	6 205	4 967	11 172	56%	44%
Secondary	2 380	1 720	4100	58%	42%
Total	8 745	8149	16 894		

Source: Computations based on data obtained from the Teaching Service (Ministry of Education and Training)

As the figures above indicate, only 10% of the pre-primary school teachers in Lesotho are qualified and over 40% of the country's primary and secondary school teachers are unqualified. While the above table shows the number of teachers employed by the Government, Phamotse et al(2005) reveal that the country has a number of volunteer teachers as well. These are unemployed secondary (?)school leavers, usually from the local community, who offer their services for free with the hope that they might be employed when a vacancy arises at the school and in order to increase their chances of being admitted into the Distance Teacher Education Programme (DTEP).According to the Lesotho Policy on Teacher Education and Training, there were 354 such teachers in the country in 2004.

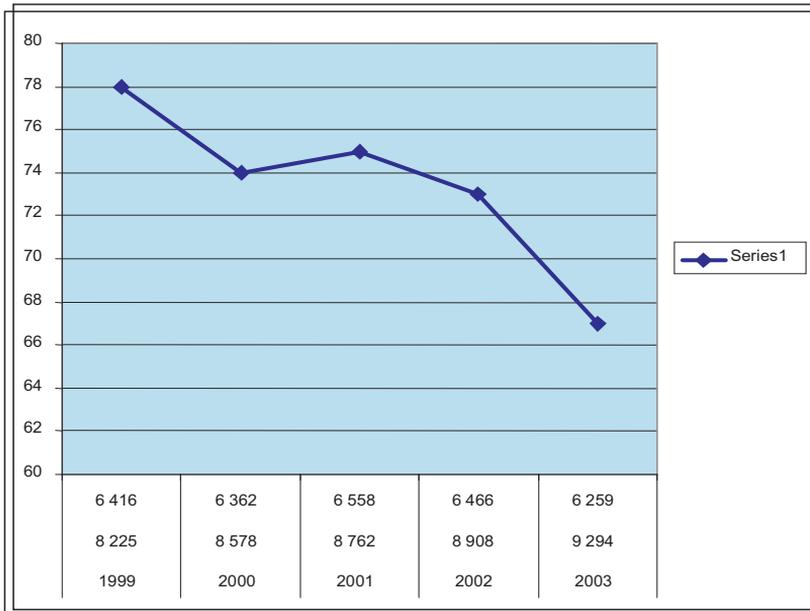
Apparently, the percentage of qualified teachers in Lesotho has been declining over the years. The table below shows the size and qualifications of the teaching force, from 1999 to 2003.

Table 5: The teaching force, size and qualifications

	Total	Qualified	% qualified
1999	8 225	6 416	78%
2000	8 578	6 362	74%
2001	8 762	6 558	75%
2002	8 908	6 466	73%
2003	9 294	6 259	67%

Source: Lesotho Policy on Teacher Education and Training

The same information is illustrated in Figure 1 below. Although there has been a steady increase in the number of qualified teachers over the five year period, the decline in the percentage of qualified teachers is clearly evident. This may be partly attributed to a surge in school enrolment, mainly as a result of the introduction of free primary education in 2000.

Figure 1: Percentage of qualified teachers (1999-2003)

Source: Lesotho Policy on Teacher Education and Training

Unfortunately, the supply of newly qualified teachers is very limited in Lesotho. The main source of qualified teachers in the country is the Lesotho College of Education (LCE), which has not adequately expanded so as to cope with the increasing demand for qualified teachers. The table below shows the number of graduates from the college from 2003 to 2006.

Table 6: Student output at Lesotho College of Education

	2003	2004	2005	2006
Diploma in Primary Education(in-service)	46	66	61	58
Diploma in Education Primary(pre-service)	137	158	181	135
Diploma in Technology Education(secondary)	13	20	10	18
Secondary Teachers' Certificate	120	1	102	110
Distance Teacher Education Programme(primary)	-	-	-	447

Source: Lesotho College of Education

In view of the above figures, the average primary teacher output (pre-service) for the period 2003 to 2006 was about 150 per year. On the other hand, the primary attrition rate stands at nearly 4 %. This translates to nearly 400 primary school teachers per year. For example, in 2004, the primary attrition rate stood at 380. Therefore, the total annual teacher output of 150 is not even enough to replace teachers who are being lost due to attrition. At this rate, it will take the country many years to meet the demand for qualified primary school teachers unless drastic measures are taken to increase teacher output. The challenge is equally high at secondary school level where, on the average, less than 100 teachers were trained per year, during the same period. The country will have to increase Lesotho College of Education's capacity to increase student enrolment (without compromising quality). A specific programme for training standard pre-primary school teachers will have to be introduced. The Distance Teacher Education Programme (DTEP) is likely to ease the shortage of quali-

fied teachers, particularly at primary school level. The first group, comprising 447 teachers graduated in 2006. However, there is need to improve the quality of the programme in order to avoid compromising standards. For example, the current initial training (on-campus instruction) of two weeks is, obviously, not adequate to give the students enough content and pedagogical skills to teach effectively. It appears the programme was introduced in anticipation of a surge in enrolment as a result of the introduction of free primary education in 2000. In its Strategic Plan (2001-2006), the Ministry of Education indicated that "proposals have been submitted and are being considered for the training of both Standard 1 teachers and para-professionals".¹⁶ Although the Ministry does not name the source of the proposal to train para teachers, the DTEP was introduced as part of the Education Sector Development Project funded by the World Bank¹⁷. In other words: this short cut does not provide the quality education that is needed.

Case study 2: Tanzania

Tanzania has a critical shortage of qualified teachers, especially at secondary school level. Unfortunately, the authorities have responded to the current shortage of qualified teachers in the country by recruiting unqualified teachers. These unqualified teachers are known as licensee teachers. These are "A" level school leavers who undergo pre-service teacher training for a period of 4 weeks before they are deployed in secondary schools. According to the Ministry of Education and Vocational Training, these teachers would be expected to pursue in-service training with the Open University of Tanzania by distance education. The Ministry estimated the number of licensee teachers to be around 3 500 in 2006. Although the Ministry representative said the recruitment of licensee teachers was a "provisional initiative", it looks like the initiative is there to stay as it is an integral part of the Secondary Education Development Plan (SEDP). Actually, according to the SEDP, the Ministry of Education and Vocational Training has planned to recruit as many as 32 927 licensee teachers by 2010¹⁸.

¹⁶ *The Free Primary education Programme*, Ministry of Education(2001), p 13

¹⁷ World Bank Project Appraisal Document on a Proposed Credit to the Kingdom of Lesotho (2003), p 4

¹⁸ *Secondary Education Development Plan*(2004-2009), p 29



The Tanzania Teachers' Union (TTU) contends that the recruitment of licensee teachers "compromises the quality of education".¹⁹ The union has spoken against the hiring of these teachers and does not recruit them as members. According to *The African* (national newspaper), licensee teachers have received a lot of criticism from their qualified counterparts and students.

The newspaper observed that some of the licensee teachers could not even plan their lessons, stand in front of the students or understand the basics of the subjects they were expected to teach.²⁰ The criticism is not surprising because a month is too short a period to train a teacher in both subject matter and teaching pedagogy. Therefore, the Ministry of Education and Vocational Training should seriously consider reviewing this programme, for example, by increasing the period of pre-service training. Efforts should be made to increase the capacity of teacher training institutions so that they can increase their enrolment, particularly at secondary school level, and increase output. Some of the primary teacher training colleges may be upgraded to include also the training of secondary teachers (diploma holders). Some of these colleges may be converted into secondary teacher training colleges.

It is also important to note that, although all the primary school teachers in Tanzania are qualified, 31.3% of them are under-qualified (Grade B and C teachers), some of them without secondary education. It is, therefore, important that a suitable upgrading programme be developed for these teachers. The programme may focus on both academic and professional development. The teacher training colleges might have to refocus their attention so that they cater for these and other teachers who require upgrading and continuous professional development.

It is also necessary to recruit more primary school teachers in order to reduce the pupil-teacher ratios, which remain relatively high. The table below shows the primary pupil-teacher ratios across the country.

¹⁹ TTU Acting President, Mr Mukova

²⁰ *The African*, Monday 30 October 2006, p 1 & 4

Table 7: Primary pupil-teacher ratios in Tanzania (2006)

REGION	PUPIL-TEACHER RATIO
Arusha	49
Dar-es-Salaam	42
Dodoma	51
Iringa	46
Kagera	56
Kigoma	56
Kilimanjaro	40
Lindi	53
Manyara	52
Mara	57
Mbeya	51
Morogoro	48
Mtwara	46
Mwanza	62
Pwani	43
Rukwa	62
Ruvuma	48
Shinyanga	69
Singinda	56
Tabora	58
Tanga	54
National average	52

Source: Basic education statistics in Tanzania

In addition, Tanzania has a parallel non-formal primary education programme, known as Complementary Basic Education in Tanzania (COBET). In 1996, the programme had a total of 221 479 learners and 13 820 facilitators (teachers). Out of the 13 820 COBET facilitators, 48.9% were Grade A teachers(qualified), 37.9% were secondary school leavers(unqualified) and 13.1% had other qual-

ifications, including lower ones.²¹ This means at least 6 767 teachers operating in COBET centres in the country are unqualified and may be classified as para teachers. Therefore, Tanzania has para teachers or COBET facilitators at primary school level. Teacher training institutions should give priority to these unqualified teachers as they have shown dedication to the teaching profession.

Case study 3: Uganda

According to the UIS Report, in 2004, Uganda had 147 300 primary school teachers. For Uganda to meet the goal of Universal Primary Education by 2015, the country would have to raise its primary teacher stock by 62.5% to 239 400, an increase of 4.5% every year.²²

The primary data obtained from the Ministry of Education and Sports indicates that the number of primary teachers has actually declined by 1.6%, from 147 291 in 2004 to 144 919 in 2006. The number of secondary school teachers has remained static at 37 000. There were 37 313 secondary school teachers in 2004. By 2006 the number had increased by a mere 294 to 37 607. The table below shows the number of primary and secondary teachers and their qualifications.

Table 8: Ugandan teachers and their qualifications (2006)

Level	Qualified	Unqualified	Total	% qualified	% unqualified
Primary	125 008	19 911	144 919	86%	14%
Secondary	33 571	4 036	37 607	89%	11%
Total	158 579	23 947	182 526	87%	13%

Source: Calculations based on primary data obtained from the Ministry of Education and Sports

²¹ *Basic Education Statistics In Tanzania 2002-2006*, Ministry of Education and Vocational Training, p 41

²² UNESCO Institute of Statistics, *Teachers and Educational Quality: Monitoring Global Needs for 2015*, p 171

The above statistics indicate that 14% of the primary school teachers and 11% of the secondary school teachers in Uganda are unqualified. UNATU revealed that most of the unqualified teachers were recruited in 1997, when the country introduced free primary education. Some of the unqualified teachers are found in rural or hard-to-reach areas, especially those affected by conflict. Efforts should, therefore, be made to improve the security situation in those areas affected by conflict and to provide (or improve) incentives to teachers who serve in rural and hard-to-reach areas. The Government might consider recruiting qualified local candidates into teacher training colleges. Such candidates are likely to go back and teach in their home areas after graduation.

A substantial number of private schools in the country have also employed unqualified or contract teachers. Some of the teachers who have taught or are still working in these schools revealed that they have been exploited. They are usually hired without a written job contract, paid less and overworked. One teacher summed it up as follows: "They (contract teachers in private schools) may go for months without pay. When they complain, they are simply fired and a new teacher is recruited". Pupil-teacher ratios are very high in Uganda. For example, in 2004, the national average pupil-teacher ratio (PTR) for Government primary schools was 53. Although in 2006 the ratio declined to 51, it remains very high. Big variations also exist between the country's 66 districts with data. The table below shows the PTRs in the six worst affected districts in the country.

Table 9: Pupil-teacher ratios in 6 worst affected districts (2006)

District	Pupil-teacher ratio
Kaabong	114
Kitgum	93
Pader	86
Nakapipirit	69
Kyenjonjo	67
Butaleja/Nebi	66

Source: District League Tables²³

²³ The District League Tables are found in a paper presented to the October 2006 ESR entitled, *Overall Performance of Districts and Constraints Towards Attainment of Sector Targets Using the District League Tables*, p 14 and 15



As indicated above, the pupil teacher ratios of the above districts are very high, three of them more than double the PTR of 40:1 recommended by UNESCO. At one of the schools visited during the survey, there were 95 students in a Grade 1 class, 88 students in a Grade 4 class and 83 students in a Grade 6 class (these are the only classes visited at the school and at random).

Despite the high pupil-teacher ratios and high number of unqualified teachers in the country, Uganda has a number of qualified teachers who have not been recruited. For example, UNATU reported that, in 2006, there were over 10 000 unemployed qualified secondary school teachers in Uganda. The unemployment of qualified teachers has created a new crop of volunteer teachers in Uganda. Many qualified teachers volunteer to teach for free hoping that the pupil-teacher ratio will increase or that someone will retire (hopefully, not die) one day and they will be employed. The researchers found a teacher with a university degree teaching as a volunteer teacher in one of the primary schools visited. In one school, there was a teacher who had taught as a volunteer for four years, but unfortunately for her, no one had retired, transferred or died for her to be officially employed by the Ministry of Education and Sports. There are many more teachers in her situation, yet there are so many students without teachers in Uganda.

According to UNATU and civil society organisations, the Ministry of Education and Sports stopped recruiting teachers in 1996 as a result of IMF and World Bank policies. Matthew L.L. Okot, the UNATU Deputy General Secretary (Administration) says,

This (non-deployment of teachers) became operational from 1996 as a result of conditionality by the World Bank and IMF which imposed non-deployment of teachers coming out of colleges/universities.

This was a disastrous policy which largely contributed to high pupil-teacher ratios in Uganda and the problem of unemployed qualified school teachers, some of whom have been working as volunteers as described above. However, it is encouraging to note that the Ministry has started to recruit more teachers, partly as a result of representations by UNATU and other education stakeholders in the country. Unfortunately, very few teachers have been deployed so far. The deployment exercise should be accelerated in order to ensure that every Ugandan child is taught by a qualified teacher.

Case study 4: The Gambia

In the Gambia 31.5% of the teachers at lower basic level are unqualified. At upper basic level, the percentage of unqualified teachers stands at 13%, while at senior secondary level, it stands at 5.3%. Double shifting is a common phenomenon in the Gambia. Unfortunately, double shifting usually results in the reduction of instructional time, over utilisation of infrastructure and overworked teachers. The table below shows the number of teachers in 2004-2005.

Table 10: Number of teachers in the Gambia (2004-2005)

Level	Total No of teachers	Number unqualified	% unqualified
Lower Basic	4 479	1 409	31.5%
Upper Basic	1 219	159	13.0%
Senior Secondary	606	32	5.3%

Source: Department of State for Education

According to Badara A Joor, the World Bank Liaison Officer in the Gambia, 66% of the secondary school teachers in the country are non-Gambian. Most of the teachers are expatriates from such English speaking countries as Ghana, Nigeria, Liberia and Sierra Leone in the region.

Case study 5: Kenya

Kenya is one of the countries with the highest number of qualified pre-primary school teachers in the region. According to primary data obtained from the Teacher's Service Commission, in 2006, there were 70 068 teachers operating in Kenyan public pre-primary schools. A significant 49 068 or 70% of these were qualified and on the Commission's pay roll. Unfortunately, no information could be obtained on the number and qualifications of teachers operating in private pre-primary schools. The situation seems to be even more impressive at primary school level where all the 172 386 primary school teachers on the Commission's pay roll were qualified. At secondary level, 98% of the 56 033 strong teaching force were



qualified. Actually, the KNUT and the Ministry of Science and Technology revealed that Kenya has been “exporting teachers” to such neighbouring countries as Sudan, Rwanda and Seychelles. Unlike other countries in the region, Kenya does not have a serious shortage of special teachers, for example, mathematics and science teachers. Asked how they managed to have adequate mathematics and science teachers, the Teachers’ Service Commission revealed that the country pays these teachers a special allowance. The allowance has helped to attract and retain these teachers.

The table below presents a summary of the number of teachers in Kenya and their qualifications.

Table 11: Number of teachers and their qualifications in Kenya

Level	Qualified	Unqualified	Total	% Qualified
Pre-primary	49 068	21 000	70 068	70%
Primary	172 386	-	172 386	100%
Secondary	55 011	1022	56 033	98%
Total	276 465	22 022	298 487	93%

Source: Based on computation of primary data obtained from the Teacher’s Service Commission

The above results do not tell the whole story. Kenya has a number of community schools, mainly in Nairobi’s slum areas. The majority of the teachers in these community schools are unqualified. The Director of the City Education Department, cited in Onsomu et al (2004), estimates the percentage of unqualified teachers in Nairobi community schools to be around 90%.²⁴ Unfortunately, the actual number of teachers in these community schools could not be established. The Teachers’ Service Commission and the Ministry of Education, Science

²⁴ Onsomu, EN et al(2004) *Community Schools in Kenya: case study of community participation in funding and managing schools*, IIEP, p 42

and Technology said they did not have the statistics. This is probably because only a few of the community schools in the country are actually registered. However, the nine community schools that participated in the Onsomu Survey mentioned above had a total 187 teachers.

Onsomu et al (2004) argue that most teachers in community schools do not facilitate effective teaching and learning. They contend:

Most teachers in the community schools have not attained relevant pedagogical training and are therefore limited in their ability to ensure delivery of quality education services. They lack job security if no contract is signed, lack professional development opportunities, guidance and counselling skills, are poorly motivated and dissatisfied with their employment.

The Onsomu Study further reveals that most of the teaching staff in community schools are employed on a temporary basis and receive less than half the salary of a qualified teacher working in a government school. Teachers in community schools receive no allowances, benefits or hidden subsidies such as free housing. They lack instructional materials and adequate supervision in teaching.

Despite a surge in primary school enrolment as a result of the introduction of free primary education in 2003, Kenya has not increased its teacher stock since 1999. The country had to suspend the recruitment of new teachers due to what the Ministry of Education, Science and Technology called “pressure from donors”. As ActionAid International reveals, the donors mentioned by the Ministry include the IMF and the World Bank.²⁵ The Ministry confirmed this by disclosing, “There is a time when the World Bank said no more teachers”. Recently, the country has started recruiting teachers. The Ministry indicated that the country employs about 8 000 teachers per year, the same number as the level of teacher attrition in the country. Therefore, Kenya has merely been replacing teachers lost due to attrition. As a result the country has 40 000 trained teachers roaming the streets.

²⁵ Onsomu, EN et al(2004) *Community Schools in Kenya: case study of community participation in funding and managing schools*, IIEP, p 42



Traditionally, Kenya has had one of the lowest pupil-teacher ratios in Africa. For example, the 2007 EFA Global Monitoring Report indicates that in 1999, the national pupil-teacher ratio at primary school level was 32. By 2004, it had risen to 40.²⁶ However, serious disparities in the level of pupil-teacher ratios exist between different parts of the country, mainly between rural and urban areas. On the average, urban areas have higher pupil-teacher ratios than rural areas. Although no statistics could be obtained on the level of pupil-teacher ratios for 2005 and 2006, Francis Ng'ang'a, the KNUT General Secretary, revealed that, in some cases "an individual primary school teacher handles between 70 and 120 pupils". Justifiably, the KNUT has been calling upon the Ministry of Education, Science and Technology to employ more teachers and to reduce the pupil-teacher ratios.

However, it seems the Government of Kenya has decided to take the opposite direction. It has decided to deal with the high numbers of new students by increasing the pupil-teacher ratios to 45:1 at primary school level and by increasing the teachers' workload at secondary school level. This is revealed in the Ministry of Education, Science and Technology's Action Plan submitted to the World Bank by the Ministry of Finance in October last year. On page 84 the document states, "Decision taken by officials to redeploy teachers based on new norm of 1 teacher per every 45 students". It is surprising that the Kenyan authorities decided to exceed the primary pupil-teacher ratio of not more than 40:1 which is recommended by UNESCO. On secondary education, the same official document states, "Policy decision taken for workloads to be increased".²⁷ The Action Plan also reveals that the country would recruit contract teachers and promote multi-grade teaching in schools with small classes. Apparently, the Ministry took the above measures in response to the World Bank's observations and advice.

In its Project Appraisal Document on a Proposed Credit to the Republic of Kenya, the World Bank says that Kenya's teacher wage bill is very high. The Bank further observes, "Kenya's high public expenditure on education is attributable largely to a very high teachers' wage bill, which accounts for about 4.3 times GDP". According to the Bank, the solution to the "high public expenditure on education" is "efficient budgetary allocation, teacher management and utilisation" (not the recruitment of more teachers). The Bank goes on to say,

²⁶ 2007 EFA Global Monitoring Report, p 309

²⁷ Education Sector Governance and Accountability Action Plan, 2006, Ministry of Education, Science and Technology, p 85

A major concern is how to contain the teacher numbers and the wage bill from escalating as enrolments at the primary level increased slightly, and the demand for admission to secondary education grows substantially as bigger numbers of primary pupils reach Standard 8. It is important that clear and appropriate policies on teachers' staffing norms are established to ensure efficiency in teacher management, utilisation and performance.

For Kenya to qualify for the \$54 million Education Sector support funding, it had to prove that it would address the observations and issues raised by the World Bank, including measures to address the "high" wage bill by increasing the pupil-teacher ratios (what the Bank calls "new staffing norms") and the teaching load (what the Bank calls "efficient teacher utilisation"). Indeed, the country did prove that it would meet the above conditionalities as already illustrated above and qualified for the Bank's funding.

The above scenario explains why the KNUT had been pushing for the full implementation of a collective bargaining agreement reached with the Government way back in 1997 to no avail. The Government only agreed to implement the collective bargaining agreement in full in 2007. The influence or dictates of the World Bank are confirmed by Francis Ng'ang'a, the General Secretary of KNUT, who says, "The World Bank said that teachers salaries are enough. The last phases should not be paid and the union disagreed with that". The Government only agreed to pay the full amount 1 March 2007, a decade later. The KNUT will have to pursue the above issues, including the union's recommendations on pupil-teacher ratios, much more vigorously. The union's initiatives should involve engaging the World Bank, over and above the Government organs.



Zambia: An untrained teacher in a community school.

Case study 6: Zambia

Apparently, the Zambian Government does not have much information on pre-primary education. This may be partly because pre-primary education remains predominantly private in Zambia. However, the UIS Report indicates that only 16% of the new entrants to the first grade of primary education in Zambia have Early Childhood Care and Education (ECCE) experience, suggesting that the GERs and NERs are very low at ECCE level. Statistics from the Ministry of Education indicate that in, 2006, there were 1 281 teachers with a pre-school teachers' certificate in Zambia. This is a drop in the ocean compared to the number of primary school teachers in the country (given below), suggesting that teacher supply is still very low at this level. However, the Ministry of Education ought to collect statistics on various aspects of pre-primary education.

Such statistics would be useful to the Ministry and other stakeholders and inform education policy at this level. According to the UIS report, Zambia had, approximately, 46 400 primary school teachers in 2004. The country will need to raise its primary teacher stock to 67 900 in order to meet the Universal Primary Education (UPE) goal by 2015. This translates to a total percentage increase of 46.3% in primary teacher stock, meaning Zambia will have to increase its primary teacher stock by 3.5% annually in order to meet the UPE goal by 2015.²⁸

According to the Educational Statistical Bulletin, there were 8 143 teachers in Zambian high schools in 2004. Thirty of these were untrained, 29 were holders of a pre-school certificate, while 794 were holders of a primary teachers' certificate.²⁹ According to the same bulletin, the minimum qualification for a high school teacher in Zambia is a Bachelor's degree, yet only 12% of the teachers are holders of a bachelor's degree or higher qualification. This means that 88% of teachers teaching in Zambian high schools are under qualified. The Zambia National Union of Teachers reported the same scenario at basic education level. At this level, most of the under qualified teachers are those who were trained to teach grades 1-7 but had to teach lower secondary classes as well(grades 8-9) as part of basic education when the new education structure was introduced in 1996. The level of teacher output from the teacher training colleges and the University of Zambia has been relatively low as shown on the table below.

²⁸ UNESCO Institute of Statistics Publication, *Teachers and Educational Quality: Monitoring Global needs for 2015*, p 170

²⁹ 2004 *Educational Statistical Bulletin*, Ministry of Education, Zambia, 2005 p 104

Table 12: Teacher Output: University of Zambia

YEAR	OUTPUT
2002	230
2003	127
2004	192

Source: Manchisi (2004) ³⁰

The average annual teacher output for the three years was 183. This level of output is very low and not even enough to cater for teacher attrition, which stood at 489 in 2004. This means that Zambia will have to substantially increase enrolment into teacher education programmes at the University of Zambia. The country also needs to introduce or scale up in-service programmes in order to upgrade the qualifications of under qualified teachers at both basic education and high school levels. The country might also consider redeploying some of the staff operating at high school level to lower levels, for example, pre-school teachers and, probably, primary school teachers as well.

The tragedy of the Zambian education system is that it has so many schools without qualified teachers, yet it has so many qualified teachers without schools. Just to illustrate, statistics from the Ministry of Education indicate that, in 2006, there were 3 347 unqualified teachers teaching in Zambian schools. During the interview, the Ministry of Education conceded that there were about 6 000 trained teachers who were roaming the streets. ZANEC and the teachers' unions believe the figure is much higher than that. Roy Mwaba, the ZNUT General Secretary believes the figure could be around 15 000. Mwaba lamented, "Some of the graduates stay up to 3 years before they are deployed". This is an unfortunate situation which has arisen mainly due to economic conditionalities imposed on the country by the World Bank and the International Monetary Fund (IMF). With reference to the recruitment of teachers in Zambia, the Global Campaign for Education (GCE) reveals, "The vacancies have not been filled-because the IMF says that the government cannot afford to hire the teachers it has trained ³¹".

³⁰ Manchisi, P.C. (2004) *The Growth of Teacher Education in Zambia Since Independence*, Lusaka, p 12

³¹ GCE, *Undervaluing Teachers: IMF Policies Squeeze Zambia's Education System*, 2004, p1

This is corroborated by the ZNUT General Secretary in a paper he presented at an Oslo conference on Building Capacity in the Education Sector. He contends,

*It is apparent that there is a critical shortage of teaching staff at various levels of our institutions of learning in general and critical subject areas in particular due to unattractive low salaries and unfavourable working conditions of service and unpredictable deployment policy dictated to conditionalities arrived at between the government of the Republic of Zambia and...international financiers such as [the] World Bank and International Monetary Fund.*³²

The issue of teacher recruitment has been raised, on several occasions, by the teachers' unions and civil society organisations in Zambia. These trained and qualified teachers could be contributing to the quality of Zambia's education system and to reducing the pupil teacher ratios, which ZNUT indicated are as high as 115:1 in some rural schools. In any case, failure to utilise available qualified human resources, having invested so heavily in them, is a serious economic loss to the country.

However, on a positive note, the Ministry of Education has started recruiting more teachers. Unfortunately, the process is painstakingly slow. The Ministry needs to increase the number of qualified teachers recruited every year in order to replace unqualified teachers and to reduce pupil-teacher ratios.

Shortage of special subject teachers

Problems of teacher supply in the countries under investigation are also related to specialised teachers in terms of subject matter. Generally, all the 6 countries have a shortage of mathematics and science teachers. However, the situation is somehow better in Kenya because the country has a training policy and incentives for mathematics and science teachers. The subjects mostly affected by teacher shortages are:

- Sciences
- Mathematics
- Vocational and Technical subjects
- Information and Communication Technology (ICT)

³² *Teacher Capacity Building and Teacher Reforms in Zambia*, A Paper Presented by Roy Mwaba, ZNUT General Secretary at a Conference on Building Capacity in the Education Sector in Africa, Oslo, Norway, 13-14 October 2005



Uganda and Tanzania reported that, in addition to the above, they have a shortage, of English Language teachers. The shortages are mainly caused by brain drain and by failure to attract or to find the candidates with the requisite qualifications to train as teachers, as is the case in Lesotho. It is a kind of vicious circle where the country fails to produce candidates with passes in mathematics and science subjects because it does not have the right teachers; and the country fails to train enough mathematics and science teachers because it does not have the right candidates.

Unqualified, contract volunteer or para teachers

As illustrated already, all the participating countries have some kind of unqualified, contract or para teachers. For example, in 2006, the Gambia had 1 600 unqualified teachers, Zambia had over 7 000 (despite the fact that it has excess qualified teachers), Lesotho had over 6 600, while Tanzania had over 10 000 unqualified teachers. The box below gives a summary of the situation in individual countries.

Box 3: Unqualified, contract, volunteer or para teachers

1. The Gambia

According to data obtained from the Department of State for Education, in 2004-2005, The Gambia had a total of 1 600 unqualified teachers at basic and senior secondary school levels. At the lower basic level, unqualified teachers constituted 31.5% of the teaching force. Apparently, the School of Education has not been able to meet the demand for qualified teachers. This is despite the fact that teacher education is free and students get a stipend. According to the World Bank country office, it is difficult to attract science students to join teaching. According to the Gambia Teachers' Union (GTU), unqualified teachers earn about 30% of the salary of a qualified teacher.

2. Kenya

All the primary school teachers in Kenyan public schools are qualified. At secondary level, 98% of the teachers are qualified. However, Kenya has a number of community schools, mainly in Nairobi's slum areas. The majority of the teachers in these community schools are unqualified. The Director of the City Education Department, cited in Onsomu et al (2004), estimates the percentage of unqualified teachers in Nairobi community schools to be around 90%. Unfortunately, the actual number of teachers in these community schools could not be established during the survey. The Teachers' Service Commission and the Ministry of Education, Science and Technology said they did not have the statistics. This is probably because only a few of the community schools in the country are actually registered. However, the nine community schools that participated in the Onsomu Survey mentioned above, had a total 187 teachers.



3. Lesotho

According to primary data obtained from the Teaching Service, in 2006, Lesotho had a total of 1 642 pre-primary school teachers. A significant 1 462(90%) of these were unqualified. At primary school level, there were 11 172 teachers and 4 967(44%) of these were unqualified. Of the 4 100 secondary school teachers in the country, 1 720(42%) were unqualified. This means over 40% of Lesotho's primary and secondary school teachers are unqualified. In addition to the above, the country has a number of volunteer teachers. These are unemployed school leavers, usually from the local community, who offer their services for free with the hope that they might be employed when a vacancy arises at the school and in order to increase their chances of being admitted into the Distance Teacher Education Programme (DTEP). According to the Lesotho Policy on Teacher Education and Training, there were 354 such teachers in 2004. Some of the unqualified teachers have been enrolled into the DTEP. Such teachers undergo initial on-campus training for 2 weeks before they are deployed in schools. These para teachers are expected to continue with their studies while they are in the field.

The pioneers of this programme, comprising 447 teachers, graduated in 2006. While the DTEP may ease the critical shortage of qualified teachers in Lesotho, one of its major weaknesses is the limited period of initial training. Surely, one cannot grasp the necessary content and pedagogical skills to teach effectively within a period of 2 weeks! Therefore, the programme needs to be evaluated and reviewed in order to improve the calibre of its products. The period of initial training certainly needs to be increased to a reasonable minimum established in terms of prevailing regional and international norms and standards. In terms of remuneration, unqualified primary school teachers receive about 64% of the salary of their qualified counterparts, while unqualified secondary school teachers receive 43% of the salary of a qualified lower secondary school teacher.

4. Tanzania

All the primary school teachers in Tanzania may be considered qualified, although 31.3% of them are under qualified, some of them without secondary education. Tanzania has a parallel non-formal primary education programme, known as Complementary Basic Education in Tanzania (COBET). In 1996, the programme had a total of 221 479 learners and 13 820 facilitators (teachers). Out of the 13 820 COBET facilitators, 48.9% were Grade A teachers (qualified), 37.9% were secondary school leavers (unqualified) and 13.1% had other qualifications, including lower ones. This means at least 6 767 teachers operating in COBET centres in the country are unqualified and may be classified as para teachers. Therefore, Tanzania has para teachers or COBET facilitators at primary school level. The country has a substantial number of unqualified teachers at secondary school level. These unqualified teachers are known as licensee teachers. These are "A" level school leavers who undergo pre-service teacher training for a period of 4 weeks before they are deployed in schools. According to the Ministry of Education and Vocational Training, these teachers would be expected to pursue in-service training with the Open University of Tanzania, by distance education.

The Ministry estimated the number of licensee teachers to be around 3 500 in 2006. Although the Ministry representative said the recruitment of licensee teachers was a "provisional initiative", it looks like the initiative is there to stay as it is an integral part of the Secondary Education Development Plan (SEDP). Actually, according to the SEDP, the Ministry of Education and Vocational Training has planned to recruit as many as 32 927 licensee teachers by 2010. According to the Tanzania Teachers' Union (TTU), licensee teachers earn about 80% of the salary of a qualified secondary school teacher.

The COBET facilitators are volunteers from the local community, and therefore, may not receive a regular salary. The recruitment of licensee teachers has received a lot criticism from the TTU, civil society organisations, teachers and other stakeholders. Most of them contend that licensee teachers lack adequate pedagogical training and confidence to teach and facilitate effective learning. The TTU does not recruit them as members.



This teacher works with child labourers, many of whom come to school hungry on a daily basis.

5. Uganda

According to primary data obtained from the Ministry of Education and Sports, in 2006 there were 19 911(14%) unqualified primary school teachers and 4 036(11%) unqualified secondary school teachers in Uganda. This is despite the fact that the country has a number of unemployed qualified teachers. For example, in 2006, there were over 10 000 unemployed secondary school teachers in the country. Uganda has a number of private schools. For example, according to the 2004 school census, 11.4% of the primary schools that responded were private, while nearly 60% of the secondary schools were private. Most of these schools employ contract teachers, both qualified and unqualified. Teachers in these private schools are usually exploited and employed without a written job contract. They may go for months without receiving a salary and when they complain they are simply dismissed. The contract teachers who were interviewed during the survey said they were paid about 60 000 shillings (\$35) per month. This is 30% of the salary of the lowest paid qualified teacher in a Government school. In addition to the above, Uganda has a number of volunteer teachers working in public schools. These are unemployed qualified teachers who offer their services for free hoping that someone at the school will retire or transfer, or that school enrolment will increase so that they are put on the Government payroll. The actual number of these volunteer teachers could not be established. However, at one institution 4 of the 14 teachers at the school were volunteers. At another school 5 of the 13 staff members were volunteers. One of them was a university graduate with a Masters degree. There are over 200 instructors in the Basic Education in Poor Urban Areas (BEUPA) Programme in Kampala.

These instructors are contract teachers who receive a gross salary of 50 000 shillings (\$29) per month. These teachers reported that they had not received their salary from the Kampala City Council for 11 months. The poor and working children (some as young as 5 or 6) in this programme looked visibly hungry, yet they had so much thirst for education which, unfortunately, their hungry teachers could hardly provide.



6. Zambia

According to the official statistics obtained from the Zambian Ministry of Education, there were 3 347 unqualified teachers operating in Zambian public schools in 2006. According to the Educational Statistical Bulletin, in 2004, there were 3 943 teachers operating in registered community schools in Zambia. Judging by the increasing number of community schools in the country, the 2006 figure could be much higher. In view of the above, there were probably no less than 7 000 unqualified teachers in Zambian schools in 2006, almost the same as the official number of qualified teachers roaming the streets in the country. Teachers unions and civil society organisations have revealed that Zambia stopped recruiting qualified teachers as a result of World Bank and IMF conditionalities. On a positive note, the Government has started recruiting more qualified teachers. Unfortunately, the process is very slow and there is need to increase the momentum as time is quickly running out. Otherwise Zambia may not achieve quality basic education by 2015.

Unqualified teachers are usually employed locally by Parents Teachers' Associations (PTAs) or local communities. Their conditions of service are different from those of qualified teachers. For example, most of those operating in public schools earn about 40% of the salary of a qualified teacher, while quite a number of those operating in community schools are reported to earn much less. Some of them do not have a regular salary, while others are paid in kind, for example, they are given a chicken or a bucket of maize at the end of the month. These teachers do not have a permanent contract, nor do they have pension benefits and other incentives given to qualified teachers. All the respondents said that these unqualified teachers were not effective in facilitating quality learning. The Zambia National Union of Teachers (ZNUT) does not recruit these teachers as members.

Teacher attrition

One of the objectives of the survey was to determine the level of teacher attrition in the region. The level of teacher attrition in the countries visited was found to be generally high. However, attrition data for The Gambia and Tanzania could not be obtained during the survey. These and other countries are encouraged to compile and keep such important data in order to use it for human resources planning. The table below shows the overall level and causes of teacher attrition at primary school level in 2004.

Table 13: Levels and causes of teacher attrition at primary school level(2004)

	Kenya		Lesotho		Uganda		Zambia	
Death	1 200	0.4%	104	1.1%	1 020	0.7%	824	1.8%
Retirement	6 626	2.2%	117	1.2%	532	0.4%	545	1.2%
Resignation	210	0.1%	10	0.1%	2 170	1.5%	200	0.4%
Dismissal	601	0.2%	149	1.5%	-	-	44	0.1%
Other	-	-	-	-	3 121	2.1%	582	1.3%
Total	8 637	2.9%	380	3.9%	6 843	4.7%	2195	4.8%

As indicated above, the level of teacher attrition ranged from about 3% to 5%. The average attrition rate for the 4 countries was 4.1%.

An analysis of the above data indicates that there is no single cause of teacher attrition in the countries visited. For example, in Kenya, the main cause of attrition is retirement, suggesting that most Kenyan primary school teachers remain in the profession until they retire. In Lesotho, dismissals account for the largest cause of primary teacher attrition (1.5%), while in Uganda, most of the attrition was due to unknown reasons (classified as other). The large number of teachers lost due to unknown reasons calls for the improvement of data capture in this area. The main cause of teacher attrition in Zambia is death (1.8%), probably due to the high HIV prevalence rate (17%). This calls for the need to intensify HIV and AIDS education within the education sector in order to empower teachers to protect themselves, their families and students. The EFAIDS Programme

is playing a pivotal role in this effort, as confirmed by the union leadership in 5 of the countries involved in the initiative. These countries also need to make it easier for teachers, including those stationed in remote rural areas, to access Anti-Retroviral drugs (ARVs).



Highly dedicated professionals whose contribution to quality education is not recognized with adequate salaries.

Brain drain was reported to be a problem in Zambia, particularly at secondary school level. This was confirmed by all the 49 teachers who responded independently to the question, "Is the brain drain a problem in your country?" All the teach-

ers answered “Yes”. They indicated that most of the teachers who left for greener pastures went to Botswana, South Africa, Swaziland, Namibia and Angola. According to the respondents, a small proportion of those who resigned joined the public service, while others went to teach in private schools. The main reason for leaving the teaching service was given as low or poor salaries, followed by poor conditions of service and unavailability of, or poor accommodation. The teachers also cited unavailability of incentives and the Ministry of Education's failure to pay existing allowances, or to pay them on time, as some of the causes of the brain-drain. Other reasons were given as overcrowded classrooms, poor management and lack of professional support.

The problem of teacher accommodation seems to be very serious in Zambia. The ZNUT General Secretary revealed that 90% of the teachers in Zambia stay in make-shift houses. This is an unfortunate situation that diminishes the status of the teacher and that of the, otherwise, noble profession.

In view of the above, for Zambia, or any other country, to retain its educators and curb the brain-drain, it needs to improve the teachers' general conditions of service, especially salaries and accommodation. The government should also clear the backlog on allowances and pay these allowances on time. More incentives may also be negotiated with the teachers' unions.

Teacher remuneration and motivation

Teachers' unions in all the 6 countries lamented the declining status of the teaching profession, mainly attributed to low salaries and poor conditions of service. As a result, teaching has become a profession of last resort or a stepping stone leading to a better paying job elsewhere. Table 12 below shows the salaries of teachers in different countries expressed in US dollars. Although the cost of living varies from country to country, the figures below give a fair comparative analysis of the basic gross salary levels for the different categories of teachers.

Table 14: Teachers' gross salaries per month in US dollars(2005-2006)

Level	The Gambia	Kenya	Lesotho	Uganda	Tanzania	Zambia
Primary	60	152	177	115	20	200
Lower secondary	75	272	265	144	95	250
Upper secondary	90	305	638	260	125	325

As shown above, the teachers' salaries are the lowest in Tanzania and the Gambia, and relatively higher in the other countries. It should be noted that teachers in most of the countries get allowances, in addition to the basic salary. For example, in Zambia and in The Gambia, teachers get a housing and a hardship allowance. However, the payment of allowances in Zambia was seriously lagging behind and becoming a source of frustration to most teachers. Although the teachers' salaries may appear to be relatively high in Lesotho, the country's teachers do not generally get allowances. In some countries, there are large differentials between the salaries of primary and secondary school teachers and principals. For example, a secondary school principal in Lesotho earns almost twice as much as a primary school principal, and more than double that of a primary school teacher.

The level of the teachers' salaries can better be understood within the context of the poverty datum line (PDL) or to a lesser extent, the basic needs basket. The PDL may be defined as a monthly budget of an average low income family, usually, a family with 5 or 6 members. The PDL is very comprehensive and includes all the basic necessities (food and non-food items). On the other hand, the basic needs basket includes basic food and non-food items but excludes additional necessities such as education, health care, transport and clothing. Therefore, the PDL is a more accurate measure of the minimum income (budget) an average family should get per month in order to make ends meet. For example, according to calculations based on the Jesuit Centre for Theological Reflection (JCTR), cited in the Zambia National Education Coalition (ZANEC) report, the Zambian basic needs basket was 1 120 390 (about US\$373) in January 2006. Referring back to the pay scales in Table 14, one notices that all the salary scales in Zambia fall below the basic needs basket, meaning the majority of the teachers in the country earn salaries that are below the basic needs basket and the poverty datum line. The situation is even worse for unqualified teachers. For example, ZNUT reported that they earn about 40% of the salary of the lowest paid qualified teacher. Some of the interviewees revealed that some teachers in community schools do not receive a regular salary. They said others are paid in kind. For example, they may be given a chicken at the end of the month.

The unions indicated that, generally, teachers earn less than other professionals with similar or comparable qualifications and levels of experience, both within the public and private sectors. As a result, teachers are forced to moonlight and to engage in other income-generating activities in order to make ends meet. Responding to the question, "How do teachers supplement their income?" one teacher wrote, "They survive by the grace of God through private tuition". He was probably right. Engaging in private teaching was cited as the most common means of supplementing the teachers' meagre income by the respondents, followed by buying and selling goods (including cross border trading), farming, borrowing from credit schemes and "begging from relatives". The above is the unfortunate cost of not paying teachers well. The net effect of moonlighting is that it usually leaves teachers exhausted and with little time to prepare for lessons. Hence, the quality of education suffers.

All the countries participating in the survey described the teachers' morale as low. The low level of motivation was attributed to low salaries and poor conditions of service. Lack of accommodation and other incentives has de-motivated teachers in most of the countries participating in the EI survey.

Teacher absenteeism

Teacher absenteeism was reported by Governments and teachers to be a problem in 2 of the 6 countries visited (Lesotho and Zambia).

However, it was not without reasonable cause. For example, most teacher absenteeism is attributed to illness and the collection of pay at the end of the month. The table below shows the causes of teacher absenteeism given by Zambian teachers during the survey visit.

Table 15: Causes of teacher absenteeism in Zambia

Cause	Number of responses	Percentage
Transport/accommodation problems	10	18%
Illness	19	33%
Attending funerals	8	14%
Financial problems	17	30%
Other	3	5%
Total	57	100%

According to the teachers' views, the main cause of teacher absenteeism in Zambia is illness (33%), followed by financial problems (30%), then transport and accommodation problems. According to the responses given by the teachers in a follow-up interview, most of the illnesses are related to HIV and AIDS. The illness may affect the teacher, a spouse, a child or a close relative. Teachers are sometimes away attending funerals. Again, most of these funerals are attributed, or linked to AIDS. AIDS related teacher absenteeism may be addressed by scaling up the education sectors' HIV and AIDS response, including education and prevention efforts and the provision of ARVs and support to those teachers already

living with the virus. The current EFAIDS Programme, run by the unions in partnership with Education International (EI) and its cooperating organisations, is a very important initiative which has made a significant contribution to the fight against the AIDS scourge in the country.

The financial problems are mainly linked to irregular pay days in Zambia. The respondents reported that sometimes teachers from remote districts travel to urban areas hoping to collect their pay, only to find that it has not yet been processed. Due to their meagre salaries, these teachers are normally without enough bus fare to go back to their schools, so they are forced to wait until the money has arrived. According to the teachers, this may take up to a week or more, hence the high level of absenteeism due to financial problems. Unfortunately, these teachers are forced to borrow in order to pay for accommodation and buy food while they are waiting for their salaries to arrive. This kind of teacher absenteeism was also reported to be a problem in Lesotho and Tanzania, and mainly affects rural teachers.

Although the Tanzania Teachers' Union described teacher absenteeism as minor in Tanzania, there are times when teachers are absent. The main reason given for teacher absenteeism is the irregularity of pay days in the country. The payment of primary teachers' salaries is decentralised to districts, which sometimes fail to pay teachers on time. The union revealed that the pay day is not clearly known. Sometimes educators, especially rural teachers, are forced to spend the whole week in urban areas or at district centres waiting for their salary cheques to be processed. Students lose a lot of valuable learning time when teachers are away. This type of teacher absenteeism can be addressed by fixing regular pay days for teachers. Such days should be made known to the teachers in advance and respected by the paying authorities. Alternatively, the Government may consider centralising the payment of the salaries of primary teachers, as is the case at secondary level where no similar problems are experienced. Such a centralised system can work smoothly if the salaries are paid electronically through the banking system.



Union involvement in policy development

The teacher unions interviewed during the survey indicated that they are involved in education policy development. However, the degree of involvement varies from country to country. For example, The Gambia and Uganda are typical examples or models of collaboration between the government and civil society organisations, including teachers' unions. The cases below illustrate the extent of union involvement in each country.

Case study 1: The Gambia

The Department of State for Education indicated that civil society in general, and the Gambia Teachers' Union (GTU) in particular, is recognised as a partner in education. Such recognition goes up to the level of the State President. The Department provides funds for civil society to participate in such education activities as conferences, workshops and meetings.

The union's involvement in policy development was confirmed by the GTU President, Omar Jan Ndure who said the union participates right from the planning stage of the policy making process. Ndure revealed that the GTU participates in a number of committees, task forces and councils. This includes the task force which reviewed the Education Act, the task force on teacher supply and performance and the task force on teacher motivation and retention. The union is also represented on the Advisory Council on Education and on the National AIDS Council. The GTU also took an active part in the development and dissemination of the National Education Policy: 2004-2015 and the Education Sector Strategic Plan: 2006-2015. The dissemination was mainly done through *bantaba*, or open space community gatherings.

Unfortunately, despite the above pros, there is no collective bargaining structure in the public sector in The Gambia. The salaries of civil servants, including those of teachers, are determined by a commission. The Gambia Teachers' Union has no bargaining certificate or collective bargaining agreement with the Government. So, it tries to influence the salary awards by making representations to the commission. The GTU is currently lobbying for the establishment of a teaching service commission, which would act as the educators' employer. However, establishing the teaching service commission without reforming labour legislation to provide for collective bargaining may not solve the current problem. Therefore, the union ought

to have a two-pronged approach—pushing for the establishment of a teaching service commission, while at the same time fighting for the provision of collective bargaining for civil servants, including teachers, in the country’s legal statutes.

The GTU works very closely with civil society and other organisations in promoting education and union objectives. These include the EFA National Campaign Network, ActionAid, the Commonwealth Education Fund, the Pan African Teachers’ Centre (PATC) and the National Commission for UNESCO, among others.

Case study 2: Kenya

The Kenya National Union of Teachers (KNUT) revealed that it is usually involved in policy development. This was confirmed by Francis M Ng’ang’a, the union’s General Secretary, who said, “The union is quite involved in policy formulation, especially at technical level”. However, Ng’ang’a conceded that “sometimes the Government comes up with programmes without informing the union, especially during the initial stages of policy development”. The General Secretary revealed that the KNUT always “demands” to be involved in policy development. The union has a policy covering various aspects of education, including the philosophy, goals and outcomes of education, the structure of the education system, infrastructure and physical facilities, the financing of education, curriculum content and development, the teaching profession and teacher education, gender, quality assurance and standards, special needs education, technical education and vocational training, assessment and evaluation, adult and continuing education and HIV and AIDS. The KNUT’s assertiveness, its general popularity and strength, coupled with the frequent use of the press, have increased the union’s capacity to influence education policy in the country.

The Kenyan Government has committed itself to working with various stakeholders, including unions, in the provision of education. This commitment is clearly evident in the Kenya Education Sector Support Programme (KESSP):2005-2010, which states,

In order to successfully implement KESSP, the MOES&T will continue to work with all stakeholders, including communities, civil society [community based organisations (CBOs), NGOs, religious organisations], other Government institutions, development partners and the private sector.



The KNUT is represented at various levels of the Government's coordination, implementation and accountability structures. For example, the union is one of the members of the Education Stakeholders Forum, the National Education Advisory Council, as well as the Provincial and District Education Boards. The union also participates in various curriculum panels and other education activities.

The KNUT indicated that it has not worked closely with the World Bank country office. In view of the foregoing, the union should consider engaging and strengthening its working relations with UN agencies that deal with education issues such as UNESCO, UNICEF and the World Bank. Such constructive engagement will provide the union with an opportunity to influence these powerful organs' policies on education.

Case study 3: Lesotho

Currently, there is no collective agreement between the Lesotho Association of Teachers(LAT) and the Government of Lesotho. The absence of a collective bargaining agreement between LAT and the Government weakens the union's contribution to policy development. The absence of collective bargaining in Lesotho was confirmed by the LAT Executive Secretary who said, "At the moment, the union is merely consulted". Pitso Mosothoane, the LAT President, lamented, "Sometimes the union is invited to simply rubber-stamp what has been decided". Mosothoane went on to reveal that sometimes the union is caught by surprise, involved at the very last minute and sometimes involved for the sake of publicity.

Nevertheless, the union is involved in some of the Ministry of Education and Training's committees such as the Curriculum Committee and the Joint Reference Committee. These are institutionalised in the Education Act although the committees' effectiveness is debatable.

It was encouraging to note that LAT is working very closely with the Campaign for Education Forum, whose establishment the union pioneered. Actually, the Forum's offices are housed at the LAT Headquarters. John Motoko, the Campaign for Education Forum's Coordinator, revealed that the Forum has contributed to the review of the Education Act and the Education Sector Strategic Plan. Coalition-building and collaboration are very critical if unions are to make a positive contribution to, and an impact on education issues. Such engagement and collaboration should also involve UN agencies dealing with education issues such as

UNESCO, UNICEF and the World Bank, which LAT indicated the union it was not currently working closely with. These agencies usually work closely with, and advise (sometimes prescribe to) governments on education issues. Occasions such as the Global Action Week and the World Teachers' Day may be used to establish or strengthen such collaboration. The ultimate goal of such engagement should be to influence education policy development in line with the interests and needs of teachers and students. While it is important for teachers' unions to focus on bread and butter issues, it is equally important for them to focus on professional and education issues as well. Such a balance tends to earn the unions the respect, admiration and cooperation of Governments and other stakeholders, including those who would otherwise shun them.

Case study 4: Tanzania

The TTU indicated that the Tanzanian Government is open to dialogue with the teachers' union. However, there is no collective bargaining in the education sector. In the absence of collective bargaining, most of this dialogue takes the form of consultation. The TTU has been consulted on various issues, including curriculum development and programme assessment and the union reported that its views have normally been taken seriously by the Government, particularly the Ministry of Education and Vocational Training. The main weakness of the whole process is the absence of collective bargaining and the non-binding nature of consultation.

It is encouraging to note that the TTU is working very closely with various civil society organisations and other education stakeholders in the country. Some of TTU's partners include ActionAid and the Teacher Training Initiative for Sub-Saharan Africa (TTISSA). However, the union should consider strengthening its working relations with UN agencies that deal with education issues such UNESCO, UNICEF and the World Bank.

Case study 5: Uganda

The Uganda National Teachers' Union (UNATU) President, Margaret N. Rwabushajja, revealed that the union's involvement in policy development used to be very low in the past. Government authorities used to view the teachers' union with scepticism because it was perceived as only interested in demanding better working conditions for teachers. However, the situation has changed



dramatically, mainly due to the union's involvement in education and professional issues, over and above salary concerns. UNATU has a policy on education for all and a professional code of ethics for its members.

Teopista Birungi Mayanja, the UNATU General Secretary, revealed that the union sits on the Education Sector Consultative Committee, the Education Sector Annual Review Committee and the Education Sector Budget Committee. In addition to the above, UNATU has a desk at the Ministry of Education and Sports.

UNATU also works very closely with other civil society organisations. This was confirmed by Henry Nickson Ogwal, the ActionAid International: Uganda/Commonwealth Education Fund Coordinator, who said, "The teachers' union in Uganda is regarded as a strategic partner in the EFA movement". UNATU is a member and current chair of the Forum for Education NGOs in Uganda (FENU), through Teopista Birungi Mayanja. FENU's primary goal is to advocate for the provision of quality education for all Ugandans. UNATU and other civil society organisations have contributed to the development of the Education Sector Investment Plan (2003), the Poverty Eradication Action Plan and the Education Sector Strategic Plan (2004-2015), among others. Civil society organisations have also jointly organised and commemorated the Global Action Week and the World Teachers' Day. However, the teachers' union has always taken the lead in organising these activities. The high level of collaboration among civil society organisations in Uganda is a good example that can be emulated by other countries in the region.

Case study 6: Zambia

The ZNUT reported that the Zambian Government is open to dialogue with the unions. This was confirmed by the new Minister of Education in his address to teachers who were commemorating the 2006 World Teachers' Day (WTD). The Minister declared that his Ministry had "an open door policy".

However, the ZNUT General Secretary observed that dialogue with Government usually takes the form of consultation, in most cases, after a policy has already been initiated and developed. He remarked, "When they are initiating a policy they leave us out. The union would like to be involved right from the beginning". The General Secretary went on to reveal that the consultation process is usually brief and hurried. Furthermore, the union's involvement seems to be ad hoc, only arising when there are issues that require consultation. However, the union



Zambia: Teachers attending a capacity-building workshop.

is usually invited to a number of technical meetings. In view of the foregoing, it is imperative that the teachers' unions be involved right from the initial stages of policy development. Involvement at technical level is essential but not adequate. This is because, as a matter of principle, technical committees operate within a given policy framework. Therefore, their influence on policy development is usually limited to technical advice, usually on how best to implement the given policy.



One of the factors that seems to weaken the unions' involvement in policy development is the absence of a single and institutionalised bargaining chamber in the education sector in Zambia. The ZNUT reported that the Government negotiates with each union separately. For example, regarding salaries, the union that gets the best deal carries the day (at least in theory), as that is the package that should apply to all the teachers. The weakness of this arrangement is that unions may have different or even conflicting demands which are difficult for the employer to meet. Unions may even rush to clinch a deal with the Government (even if it is not necessarily the best deal) in order to outdo each other and tell the teachers that "we are the ones who got you this deal". It would be in the best interest of the education sector unions and their members to speak with one voice and bargain together. It was encouraging to note that during the time of the survey visit the Zambian Government had initiated a study visit to South Africa. The purpose of the visit was to learn about the country's collective bargaining system, with a view to adapting it to the local situation.



SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary and conclusions

This survey sought to investigate teacher supply and demand, teacher attrition, teacher remuneration and motivation, teacher absenteeism and union involvement in policy development in 6 Anglophone African countries. These are The Gambia, Kenya, Lesotho, Tanzania, Uganda and Zambia. The survey data or information was collected by means of a questionnaire and through country visits (interviews and discussion groups) and document analysis. The main findings of the survey were:

- 1 Four of the six countries involved in the survey had a shortage of teachers. These are The Gambia, Lesotho, Tanzania and Uganda. The shortages affect both primary and secondary levels. For example, in 2006, 44% of the primary school teachers and 42% of the secondary school teachers in Lesotho were unqualified. Kenya and Zambia do not have adequate numbers of teachers in their schools (evidenced by high pupil-teacher ratios), yet they have so many qualified teachers roaming the streets. These countries have failed to significantly increase their teacher stock due to budgetary considerations and agreements reached with international financial institutions. Teacher shortages seem to be more acute in remote rural areas. In view of the above, it would be difficult for the participating countries to achieve Education for All targets and to meet the Millennium Development Goals unless they train, recruit and retain more qualified teachers.
- 2 Generally, the teachers' unions in the 6 participating countries do not recruit unqualified or para teachers. Some of the reasons given were that such teachers did not earn a full salary and that the union's constitution did not provide for the recruitment of unqualified teachers. While the reasons given by the unions for not recruiting unqualified teachers as members are understandable, failure to recruit these teachers may

lead to the emergence of new unions catering for the interests of these teachers. Such a move would divide or further divide and weaken the teacher trade union movement. While EI and its affiliates oppose the recruitment of unqualified, volunteer, contract or para teachers, they need to embrace those who are already part and parcel of the education system and fight for their training, certification and recognition.

- 3 All the six countries have a shortage of special subject teachers, mainly in science, mathematics, vocational and technical education and information and communication technology subject areas. However, the situation is much better in Kenya because of the country's policy to train more mathematics and science teachers and to pay them an allowance as an incentive. It seems it has become more difficult for most of the countries to attract mathematics and science candidates to train as teachers, mainly as a result of competing better paying professions and a small or shrinking pool of qualifying candidates from high schools.
- 4 Policy measures led to a situation in which the teacher training colleges and other institutions in some of the countries have not been provided with the capacity to train adequate numbers of educators to meet the existing and future demand. For example, the Lesotho College of Education does not have the capacity to train adequate teachers to replace those lost due to attrition. This means Lesotho, and other countries in a similar situation, may not meet their teacher stock targets for 2015 unless drastic expansion of pre-service training is realised to address the situation.
- 5 Lesotho and Tanzania have crash programmes meant to train as many teachers as possible, mainly through distance education. In Lesotho, the trainees undergo a 2- week programme of initial training before they are deployed to schools to teach. They are then expected to do the rest of their training by distance education. In Tanzania the licensee teachers (trainees/para teachers) receive pre-service training for four weeks before they are deployed to teach in secondary schools. Such crash programmes do not give the trainees adequate time to grasp the necessary theory and subject content and to acquire the necessary pedagogical skills necessary for effective teaching.



- 6 Zambia and Tanzania have a number of under-qualified teachers, especially at basic education or primary level. In the case of Tanzania, some of these teachers are without secondary education.
- 7 The average rate of teacher attrition in the six countries is 4%. Most of the attrition is attributed to retirement, resignations, death and dismissals. Many respondents felt that death due to AIDS related illnesses has contributed to the high rate of attrition, especially in Lesotho and Zambia. Brain drain has also contributed to the high level of teacher attrition in Zambia, particularly at secondary level.
- 8 The teachers' salaries are generally low and below the poverty datum line or cost of living. Conditions of service are also poor and many schools do not have accommodation, or adequate accommodation for teachers. The situation is even worse for unqualified teachers, most of whom earn between 40% and 60% of the salary of a qualified teacher. The low salaries and poor conditions of service have contributed to the high level of brain drain in countries like Zambia and to a general decline in the status of the teaching profession in all the 6 countries. As a result, teaching has become a stepping stone or a profession of last resort in many of the countries visited. For example, in Tanzania, some teachers have discouraged their own children from taking up teaching as a career.
- 9 Teacher absenteeism was reported to be a problem (not a major one though) in three out of the six countries under review (Lesotho, Tanzania and Zambia). The main causes were irregular pay days (e.g. in Tanzania and Zambia) and illness, probably related to HIV and AIDS. Teachers from rural areas usually travel to urban areas or district centres to collect their pay sometimes only to find that it has not been processed. As a result, they are forced to wait, sometimes for a period of up to a week, for their pay. Meanwhile, the pupils or students would be losing valuable learning time, while the few teachers who might have remained at the school would be overburdened with heavy teaching loads.

10 Teacher unions are generally involved in policy development. However, in most cases, the involvement comes at a later stage of the policy making process and is not institutionalised. However, in countries like The Gambia, Kenya and Uganda, the involvement of the union is provided for in the country's legal statutes, such as the Education Act or in the education policy papers or plans. Generally, all the unions were working closely with civil society organizations like EFA country coalitions and this strengthened their ability to influence education policy. Active involvement in educational or professional issues, over and above the bread and butter issues, earned the unions a lot of respect from the government and other stakeholders. The unions should ensure that they maintain a balance between their trade union and professional roles. This means they should strike a balance between fighting for the improvement of the salaries and working conditions of educators and their role of defending the quality of the teaching profession and the education system. Collaboration between the EI affiliates and UN agencies such as UNESCO, UNICEF and the World Bank was either weak or non-existent at country level.

11 All the countries surveyed did not have proper or effective collective bargaining structures in place, except Kenya. For example, in The Gambia, the salaries of civil servants, including teachers, are determined by a commission, while in Tanzania they are usually determined and announced by the country's political leadership (during state occasions). The trade union leaders in all the 6 countries expressed the need for training in collective bargaining/negotiations, policy development and advocacy. They indicated that they were not fully equipped or prepared to confront influential international, regional and national financial institutions, donor organizations and other stakeholders on a level playing field.

In view of the above findings, the following recommendations are given to the teachers' unions, EI, the governments and other stakeholders.



A para-teacher at his desk: Education International encourages governments to properly train para-teachers, and teacher trade unions to recruit them as members.

Recommendations to teachers' unions

The teachers' unions should:

- R1** Oppose the recruitment of unqualified teachers and lobby their governments to focus on training and recruiting qualified teachers only. This should include both pre-service and in-service training targeted at unqualified and under-qualified teachers.
- R2** Influence the content and format, including duration, of teacher education and training programmes. The unions should strongly oppose the introduction or continuation of crash programmes such as the Distance Teacher Education Programme (DTEP) in Lesotho and the licensee teacher programme in Tanzania.
- R3** Recruit unqualified, volunteer, contract or para teachers as members and make representations to governments on behalf of these teachers. If the unions continue to shun unqualified teachers these teachers may be compelled to form their own unions in order to defend their interests.
- R4** Scale up HIV and AIDS education and support programmes for their members and students in order to reduce the impact of the pandemic on the education sector. The EFAIDS Programme, initiated by EI, in partnership with the World Health Organisation (WHO) and the Education Development Center (EDC), and implemented by the unions, has made tremendous impact. This was confirmed by the unions in all the 5 countries involved in the programme, with the exception of the Gambia, which is not. The Programme should be continued and expanded to reach as many beneficiaries as possible, within the shortest period of time. Unions should lobby their governments to make the content of the HIV and AIDS training a regular feature in the school curriculum at all levels.



- R5** Lobby their governments to set up, or improve upon existing collective bargaining structures. Those countries without an effective collective bargaining framework may learn from their counterparts in other countries, as was the case with Zambia, which sent government and trade union leaders to South Africa for the above purpose. Collective bargaining structures and systems should be fully grounded in ILO Conventions and conform with international labour standards and norms.
- R6** Fight for the improvement of teachers' salaries and other conditions of service, including accommodation and incentives to attract teachers to remote rural areas.
- R7** Lobby their governments to regularise pay days, where necessary, in order to reduce teacher absenteeism and minimise disruption to teaching and inconvenience to teachers and other education employees.
- R8** Strike and maintain a fair balance between trade union and professional roles. Such a balance means teacher trade unions should fight, not only for bread and butter issues (for the improvement of the teachers' conditions of service), but also for access to quality publicly funded education for all.
- R9** Collaborate and work very closely with civil society organisations and other bodies, particularly the EFA country coalitions.
- R10** Collaborate and work very closely with UN agencies such as UNESCO, UNICEF the World Bank and others in promoting quality public education for all.

Recommendations to governments

The governments should:

- R11** Develop clear educational plans with projected numbers of teachers to be trained and recruited each year in order to meet the Education for All targets and Millennium Development Goals by 2015.
- R12** Train more qualified teachers. This should include both pre-service and in-service training targeted at unqualified and under qualified teachers. This calls for institutional capacity building and expansion. For example, countries like Zambia and Tanzania may consider upgrading some of their primary teacher training colleges to secondary or high school teacher training institutions.
- R13** Organise and carry out in-service and support programmes for qualified teachers in collaboration with teachers' unions. Such training programmes may focus on school leadership, Information and Communication Technologies (ICT) and on other specific subject areas and pedagogy.
- R14** Recruit more teachers in order to meet the Education for All targets and education related Millennium Development Goals. This may call for the raising of a country's teacher stock in line with enrolment trends, with a view to keeping the pupil-teacher ratios in line with international norms and standards. Governments should avoid setting unrealistic targets or staff/wage bill caps in their agreements with regional or international financial institutions.
- R15** Strengthen distance teacher training programmes, where these exist, for example, by increasing the period of initial/pre-service training.



- R16** Increase educator's salaries so that they are in line with the cost of living prevailing in the country and above the poverty datum line. Improve the education employees' general conditions of service. This should include the provision of accommodation, the payment of allowances and other fringe benefits. Efforts should be made to improve the status of teaching and to make the teaching profession attractive to the best school leavers. The Fast Track Initiative (FTI) norm that teachers' salaries be 3.5 times GDP per capita, given in the EFA Indicative Framework, should not be a barrier to increasing the teachers' salaries, as it is a mere guide (it's only meant to be indicative, not prescriptive).
- R17** Regularise paydays, where necessary, and ensure that these are adhered to by local or paying authorities. Since most salary delays seem to occur where the payment of teachers' salaries is done through local authorities, the Governments may consider centralising the payment of salaries. This may be done electronically through the banks.
- R18** Ensure that there is a clear career path for teachers and other education employees. Such a path may include the promotion structure, parallel progression and salary upgrading.
- R19** Engage teacher trade unions, associations and organisations and consult with them on educational, labour and other relevant issues in an institutionalised manner. Such institutionalised dialogue enriches educational policies and ensures ownership on the part of the union.

Recommendations to regional and international financial institutions

The regional and international financial institutions such as the African Development Bank, the World Bank and the International Monetary Fund (IMF) should:

R20 Desist from supporting or encouraging the recruitment of unqualified, contract or para teachers, as this negatively affects the quality of education.

R21 Avoid setting up unrealistic targets and caps on teacher establishments and educators' salaries, to be met by recipient countries. The Fast Track Initiative (FTI) norm that teachers' salaries be 3.5 times GDP per capita, given in the EFA Indicative Framework, should not be used as a barrier to increasing the teachers' salaries. The framework should be considered indicative, not prescriptive, as is often the case when it comes to approving country plans.

R22 Continue to support educational programmes, including access to Early Childhood Education (ECE) programmes, free primary education and secondary and tertiary education of good quality, teacher training, institutional capacity building and other progressive educational initiatives.

R23 Collaborate with Education International and teachers' unions to promote policies and programmes that lead to the achievement of Education for All targets and Millennium Development Goals.

Way forward

This survey raised a number of teacher issues and came up with a considerable set of recommendations.

EI and its affiliates and other education stakeholders ought to devise follow-up strategies in order to translate these recommendations into policies and programmatic action.

Educational International encourages the teacher unions to debate the issues raised in this survey, prioritise the survey's findings and make them part of the union's agenda, including collective bargaining.

The teachers' unions and civil society organisations in the participating countries may use some of these issues in their lobby and advocacy work with the Government and other stakeholders.

However, the findings of this survey are by no means exhaustive. Some of the issues raised will, obviously, need further examination.

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Education International is the global union federation representing 30 million teachers, professors and education workers from pre-school to university in 171 countries and territories around the globe.