



Inter-Agency Network for Education in Emergencies  
Réseau Inter-Agences pour l'Éducation D'Urgence  
La Red Interagencial para Educación en Situaciones de Emergencia

**Template for a Case Study on Teacher Compensation**

**Name:** Mary Ombaka

**Position:** Education Project Manager, South Sudan

**Name of your organisation:** Norwegian Refugee Council

**Date of program or policy implementation described in the case study:**

The programme referred to in this case study was implemented by Save the Children UK in South and North Kivu districts of Democratic Republic of Congo (DRC), during 2005.

**Location of program or policy implementation described in the case study:**

North & South Kivu Provinces, Democratic Republic of Congo (DRC).

**Background**

Please include:

- Brief overview of the context in which you are/were working (*emergency, post-crisis, recovery, development*)

I was working as an Emergency Response Personnel, supporting Save the Children UK's country programme in DRC in the management and implementation of an emergency education programme, in conflict affected districts of South and North Kivu provinces.

- Background information about the population for which the teacher compensation policy applied (refugees, IDP, returnees)

Mainly IDPs, and host community people affected by conflict

- What kind of teachers were you working with:
  - Teachers in government primary and secondary schools (including pre-school/ ECD)
  - Teachers in government supported non-formal education programs/ learning centres etc
  - Teachers in NGO supported schools aligned with the government system
  - Teachers in NGO/ community supported non-formal education programs/ learning centres
  - Teachers with or without formal teaching qualifications
  - Head teachers and classroom assistants
  - Volunteer teachers and paraprofessionals

Other: \_\_\_\_\_

## Teacher Compensation

Please describe your teacher compensation experience, including:

- Who are/were the key actors and what is/was their sphere of responsibilities with regard to the compensation of teachers?

The key actors were:

1. The government: Directly responsible for education and owning all government schools
  2. The Church: Had signed an agreement with the government to manage 80% of government owned schools since 1976, owing to the government's inability to effectively manage all government owned schools.
  3. The Community: The government had signed an agreement with the community in 1992, which in part gave parents added responsibilities of helping pay teachers' salaries. Parents and teachers had since organised themselves into School Management Committees (SMCs) and Parents' School Committees (COPA), which oversaw the day-to-day management of school affairs.
  4. Save the Children UK- supported schools within four districts of South Kivu namely: Shabunda, Walungu, Uvira and Kavumu by providing teaching and learning materials, training MoE officials and teachers and construction of classrooms.
- How did the money get dispersed? How was accountability assured? How were issues of corruption addressed?

The agreement that the government signed with parents in 1992 essentially made parents responsible for paying teachers' salaries. Consequently, parents organized themselves into school management committees that oversaw remittance of children's fees, partly put into teachers' salaries while the rest went into school construction activities and purchase of teaching and learning materials. Through such an arrangement, parents paid US\$1 per child per month. The money would be collected by SMCs that divided it into funds for purchase of school materials and teachers' salaries, whereas 20% would be remitted to MoE for paying its officials. Basically, teachers in schools with higher number of learners received higher salaries than their counter parts in less populated schools.

- Were there specific donor strategies and funding mechanisms put in place? If so, what approaches were taken and how were these implemented?

According to an agreement signed between Save the Children UK (SC-UK) and School Management Committees (SMCs) in 25 schools within four districts of South Kivu, SMCs would admit vulnerable children in school and exempt them from paying fees. In return, SC-UK would support schools through provision of learning and teaching materials, school furniture and rehabilitation of several classrooms within schools. Vulnerable children were defined to include children affected by armed conflict, orphans, children from poor households, and children living with the sick and elderly and children affected by HIV/Aids in target communities of Walungu, Kavumu, Uvira and Shabunda districts of south Kivu. In the long run, the strategy could not be sustained as teachers relied on part of children's fees for their salaries.

To support vulnerable children without hurting teachers' source of income, SC-UK used part of its funding to support SMCs to set up business enterprises that would enable them to generate income. The income would be used to pay fees for vulnerable children and for other school expenses that the government was unable to finance. First, SMCs received training in business skills. This strategy empowered SMCs to generate income for managing school activities but also ensured that SMCs could pay teachers' salaries despite the exemption of vulnerable learners from paying school fees.

- Were there specific government structures and/or policies around teacher compensation? If so, how were these communicated and implemented?

The DRC government had been unable to meet the cost of education in the country since 1970s. This resulted into signing of an agreement with the church in 1976, in which the government delegated some of its management responsibilities to the church. In 1980, the government was unable to pay teachers. By 1990, the situation had deteriorated to such an extent that teachers countrywide went on strike for one year. No learning was realised during the year, resulting into the agreement that the government signed with SMCs to oversee management of school affairs, including remittance of teachers' salaries.

As at 2005, the state invested \$4 per year in each primary and secondary pupil.<sup>1</sup> Parents' contribution to children's education varied from location to location. An education mission to east Congo during 2005 found parents paying almost \$16 in rural schools visited in South Kivu, in addition to another \$16 for uniform (\$10) and writing materials (\$6), excluding opportunity costs.<sup>2</sup>

- Was the community engaged in and encouraged to support the teacher compensation effort? If so, what approaches were taken to engage the community and what role(s) did they take to support the teacher compensation effort?

Yes. The community was fully involved not only due to the agreement signed with the government in 1992 but also through mobilization and meetings by SC-UK in which SMCs were encouraged to establish income generating activities that would ensure constant cash flow for vulnerable children's school fees and other school expenses. Also, see details already outlined above.

- What were some of the challenges you faced in compensating teachers, and how did you overcome those challenges?

Challenges:

1. The first challenge was to ensure that vulnerable children were admitted in school and that they did not have to drop out for lack of school fees.
2. The second was to ensure that teachers got some form of compensation, particularly in schools where vulnerable children who were exempted from paying school fees outnumbered children whose parents could afford fees.
3. Identification of vulnerable children was very tricky. There were several disputes regarding some of the children exempted from paying fees. It was necessary for SMCs and the school management to come to a consensus on who should be exempted from paying fees and for what reasons.

Efforts to overcome Challenges:

1. The first challenge was addressed through establishment of a fund that could be used to pay school fees for vulnerable learners. The fund was to ensure that SMCs established income generating activities for purposes of financing school fees for vulnerable children and other school related expenses.
2. SC-UK established a fund to be used by SMCs to generate income mainly to raise school fees for vulnerable children. If school fees for vulnerable children were paid, this would ensure regular cash flow for teachers' salaries by end of month. Regardless, most teachers received between US\$20-35 per month; not much to live on. They basically taught out of good will and concern for children's welfare.
3. Meetings were held with SMCs in which it was agreed that SMCs would compose committees that would select vulnerable children from the community. Criteria for selection of such children would also be compiled by SMCs themselves. This helped to solve earlier problems concerning certain vulnerable children who had been sent back home by teachers who stated that such children did not qualify for school fees exemption.

Were there any tools that you used in this work? If so, please describe them and attach a copy if possible. N/A

- Please share any lessons learnt / outcomes / good practices resulting from this experience.

---

<sup>1</sup> Ministry of Economic Planning (2005: 19).

<sup>2</sup> DRC Global Challenge Country Plan by SC-UK: 2005-2009- Quantity Education for Children Affected by Armed Conflict.

The experience had the following positive outcomes/good practices:

- SMCs were empowered in decision making and management of school affairs.
- Vulnerable children were able to pursue their education
- A more sustainable option was found to ensure that teachers received salaries however meager, while at the same time strengthening active community participation in school affairs.

Lessons learnt:

- It is very important to involve community in any decisions made about schools where their children learn.
- An empowered community can sustain children's education in the absence of strong and practical government policies on teacher compensation.

### Policy and Coordination

Please describe the policy and coordination elements of your teacher compensation experience. For instance:

- Who are/were the key actors and what is/was their sphere of responsibilities with respect to policy and coordination?

Key actors:

- Ministry of Education
  - School Management Committees
  - NGOs (SC-UK in this case).
- Did you advocate for equitable teacher compensation? If so, describe the process and outcomes:

As much as we advocated for equitable teachers' compensation, it was very clear that the government had no capacity to pay teachers' salaries. Consequently, teachers were compensated based on the amount of money collected from learners.

- Did you engage/ work with the government from the start of the process?  
Absolutely. The government holds the primary responsibility for its citizens' education. Despite the fact that the DRC government lacked capacity to pay teachers, we nevertheless signed agreements with MoE regarding the activities we conducted within respective districts and schools. MoE both at district and provincial levels also had to approve of arrangements with SMCs to conduct income generating activities.
- Did you engage/ work with local or international donors during the process?  
Yes. These included SIDA, UNICEF, UNESCO, NRC and MoE.
- How did you engage/ work with these other actors and ensure coordination?  
SC-UK had received funding from SIDA, part of which was put into grants for supporting income generating activities for SMCs. We collaborated with UNICEF on ground and consulted UNESCO regional office in Nairobi. UNESCO was particularly very helpful in providing textbooks required for Accelerated Learning Programme (ALP), which was pursued by some of the older learners. Norwegian Refugee Council (NRC) and MoE provided experts for training teachers and technical advice in organising training for ALP teachers.
- What were some of the challenges you faced in developing policy and ensuring coordination, and how did you overcome those challenges?

N/A

- Were there any tools that you used in this work? If so, please describe them and attach a copy if possible.

N/A

- Please share any lessons learnt / outcomes / good practices resulting from this experience.

## Teacher Motivation, Support and Supervision

Please describe the teacher motivation, support and supervision elements of your teacher compensation experience. For instance, motivation and support may include in-service training; provision of housing, transportation, and food, etc.; defining what a teacher means in the community; building community respect for teachers; fostering student success to give teachers success, etc.

When I first met with teachers, head teachers and SMCs, they expressed a lot of discontent due to what they termed as government neglect of teachers and lack of teaching and learning materials in schools. Most teachers went for months without salaries. They covered long distances to school, mostly plowing through wet muddy footpaths; and did without meals throughout the day. Teachers were nevertheless categorical that they were motivated to go on for the sake and well being of their children. In most schools, teachers said they were hesitant to send away children who had not paid fees as they knew that such children would become delinquents, a situation that would be counterproductive to the community. They were equally aware of the protective role of education particularly to conflict affected children and were proud to contribute to children's protection as teachers.

Objectives of the meetings with these groups were to find out from teachers and SMCs how as an organization we could provide some form of motivation to teachers. Other findings included teachers' and SMCs' training needs. It was gathered that most teachers had not received any training following school curriculum revision for three consecutive times. To compound the problem, teachers did not have the appropriate textbooks for the revised curriculum.

Based on information gathered and suggestions provided from all groups with whom discussions were held, we were able to compile a teachers' kit that included teaching and personal items. The personal kit would provide a snack for teachers in school and certain clothing and family items that would benefit individual teachers.

- Who are/were the key actors and what is/was their sphere of responsibilities with regard to teacher motivation, support and supervision? Please be sure to demarcate the roles of the government, community and international actors.
- Community – school administration, remittance of teachers' salaries, school rehabilitation and provision of teaching and learning materials.
- Church – school administration, remittance of teachers' salaries, school rehabilitation and provision of teaching and learning materials.
- Government- overall ownership of all government schools, assignment/posting of teachers to respective schools, designing of school curriculum and conducting training for teachers.
- UNICEF& NGOs– supporting government, community and church in all above roles.
- How was accountability realized? Was there a code of conduct? If so, please describe and attach a copy if possible. How were issues of corruption and/or exploitation addressed?

The government had a policy document that highlighted roles of teachers and SMCs. According to the policy, SMCs members were to be re-elected after a certain period of time and were expected to hold meetings for a prescribed number of times during the year. The roles and responsibilities of various actors were equally clearly outlined in the government policy document. Issues of corruption and exploitation were checked through rotation of members of SMCs, who were elected by parents. SMCs were expected to record minutes for every meeting they convened.

- What were some of the challenges you faced in motivating, supporting and supervising teachers, and how did you overcome those challenges?

Challenges faced in motivating and supervising teachers included:

- Lack of proper classroom space, classroom furniture and learning and teaching materials.

- Teachers were ill prepared for lessons owing to absence of in service training, acute shortage of learners and teachers textbooks and lack of teaching aids.

The organization arranged for training of teachers based on findings of the training needs exercise conducted by SC-UK. Further, SC-UK rehabilitated schools and provided furniture to schools in certain schools South Kivu and North Kivu.

- Were there any tools that you used in this work? If so, please describe them and attach a copy if possible. N/A
- Please share any lessons learnt / outcomes / good practices resulting from this experience. N/A