MAIN OBJECTIVES

- To retain existing teachers and education workers.

- To recruit new teachers and education workers to meet the new educational needs created by emergency situations.

CONTEXT AND CHALLENGES

EXAMPLES OF EDUCATION WORKERS

- Teachers in formal primary, secondary, vocational/technical institutions, university teachers
- Teacher trainers
- Trained youth workers
- School administrators
- Non-formal educators (e.g. teachers of life skills programmes, teachers of accelerated learning programmes, those offering apprenticeships, etc.)
- Adult literacy teachers
In situations of emergency or post-conflict, there is often a shortage of trained and/or experienced teachers. Teachers may be targeted during conflict: many may be killed and many more may flee the area. They are often accused of having sided with the ‘enemy’ and therefore hide their profession while displaced. At the same time, there is usually an urgent demand for education – many children and youth with no opportunity to go to school, and many who have missed out on years of formal education. Educational authorities must find fast and efficient means of responding to this situation.

Normal processes of teacher training and recruitment may break down in times of emergency, thereby weakening the school system and creating future problems with regard to the country’s supply of teachers and educators. Additional teachers may be needed simultaneously in more than one area of the country as multiple areas may be affected by conflict or migration. Therefore, depending on the type and scale of a disaster, it may be necessary to relocate teachers temporarily. Teachers who are themselves displaced within their own country may not be able to receive their salaries, as governments often register teachers to work in a specific region and their salaries do not necessarily follow them if they move. Some IDP (internally displaced person) teachers living among local populations may be discriminated against in the competition for jobs and conditions such as these lead to teachers seeking alternative sources of income.

There is likely to be a shortage of teachers in areas of return, particularly in rural areas, and some kind of incentive and evidence of security may be necessary to attract teachers to these areas.
Teachers in exile or displaced within their own country may be reluctant to return unless they know there is a school there and a chance for employment. Teachers trained in exile may not be recognized as qualified by their home government and therefore will be unable to obtain employment as teachers if they should return. Those teachers who do return face the same challenges as others: the need to re-establish, build houses, resume agricultural activities, etc., and may therefore need special incentives to be able to work as teachers, such as a food basket or housing. (See also the Guidebook, Chapter 3.2, ‘Teacher motivation, compensation and working conditions’).

Teachers who have received special training as IDPs or refugees may be a good resource when it comes to establishing non-formal education programmes (e.g. bridge programmes to integrate older returnee or IDP children into the formal school system) in the returnee area.

The immediate identification of teachers and education workers is fundamental. It is a process that starts with the most qualified, and selects downwards. In order of desirability, teachers should be identified from the following broad categories:

1. Qualified teachers who have completed formal teacher training and are qualified by their government to teach or instruct at a given level – preschool, primary, secondary, vocational. Teachers available for recruitment may have been displaced by the emergency or their schools destroyed or closed. For reasons of access and security, it may be particularly difficult to identify qualified or potential teachers in areas of conflict. Others may have retired from the profession, or have left for family reasons (especially
women). If governments (or other education providers) are unable (or unwilling) to pay teachers’ salaries, some will leave the profession in order to support themselves and their families. Youth workers and social workers, however, may be qualified to organize psychosocial/recreational activities and non-formal education.

2. Teachers who have extensive teaching experience but who do not hold a formally recognized teaching qualification. Some of these teachers may have benefited from in-service training.

3. Those that have teaching potential or some classroom or practical experience but no formal recognition (e.g. classroom assistants or literate adults in the community). Insecure conditions may make it difficult to provide in-service training to enable new teachers to function, to help existing teachers adapt to new and difficult situations, and to help school principals cope with the difficult crisis or the post-conflict situation. New teachers need in-service training and in-school support, but district-level school supervisors may not be in place, or not trained in administration, modern pedagogy and new curriculum developments.

4. In some situations, people with specific expertise related to health, sanitation, food and nutrition, agriculture, commerce, etc., could be utilized for enrichment of education programmes, although this is difficult to organize and teachers often resist it.

Individuals who previously did not have the opportunity to become teachers (e.g. women heading households) may be interested in teaching, though their education level may be less than that of
men. Youth who have finished ninth or tenth grade may have few employment opportunities and, if security conditions permit, may also be interested in receiving training to teach. However, it is important to remember that untrained individuals may want to become teachers, especially if a ‘salary’ or some kind of remuneration is available. If teachers receive some form of compensation, unqualified individuals may claim that they have the necessary qualifications and it may be difficult to establish which teachers were previously on the government payroll, and to eliminate false claimants and ‘ghost’ teachers – individuals who do not work but who draw a teacher salary. Testing may be needed.

Selection processes should also be tempered by gender and ethnic considerations to maintain balance as appropriate to the situation. Care is needed to ensure equity in respect of ethnicity/political affiliation/religion, and between migrants and non-migrants. In some circumstances, recruitment tends to be biased towards particular ethnic/political/religious groups, and women may be neglected by male selectors. International organizations may assume sole responsibility for the selection of teachers, without sufficient awareness of such considerations. As women frequently stay longer in the teaching profession than men, the recruitment of more women at the beginning will likely decrease the need for frequent recruitment and training. This may mean separate recruitment criteria for men and women. Where woman lack the skills needed, plans must be drawn up for their training. Schools should have at least two women teachers (except boys’ schools) and preferably a woman head or deputy head, to encourage the enrolment of girls.
SUGGESTED STRATEGIES

Summary of suggested strategies
Identification, selection and recruitment of teachers and education workers

1. Conduct, coordinate or facilitate a survey of teacher availability and needs in the emergency-affected populations, and develop a plan for hiring required staff.

2. In situations where NGOs are supporting the education system, ensure that the recruitment of new teachers and educational staff for their programmes does not disrupt existing educational structures.

3. Ensure that education ministry staff and/or other education providers establish minimum requirements for the selection of teachers, and conduct recruitment in a transparent manner.

4. Advertise the need for educators as widely as possible. Ideally, the whole community should know of the need for teachers and education workers.
5. Clearly document the working relationship with the educators that are selected.


7. Decide the contractual status under which new teachers are to be recruited.

Guidance notes

1. Conduct, coordinate or facilitate a survey of teacher availability and needs in the emergency-affected populations, and develop a plan for hiring required staff.

(See also the Guidebook, Chapter 5.1, ‘Assessment of needs and resources’). Government and/or other education providers should:

- Assess educational capacities in the affected area.
- What are the minimum teacher qualifications – in the home country? In the host country (where applicable)?
- Undertake a sample survey or develop a list of teachers who are at present providing education in the affected area(s): males/females; educational qualifications; teaching experience (number of years), which subjects and grades they have taught; subjects and grades they are qualified to teach; languages spoken, etc.
• Are there other qualified persons within the community who can provide educational services, for example, certified teachers (who are not teaching or who could teach more), educated adults who are interested in becoming teachers, trained youth workers, or skilled trades people? What are their qualifications?
• Are the skills of administrators and trainers being fully utilized? That is, are they employed where they are most needed, and are they working full-time?
• Are there non-formal educators within the community who can and would be willing to provide mentoring and apprenticeships?

• Assess the educational needs in the affected area.
• Give breakdowns of the total number of children and youth in the affected area by level of education completed, age, gender, ethnicity and religion, as appropriate.
  - How many children/youth are presently attending an education programme?
  - What is the number of over-age youth who are not in school and who have missed out on basic educational opportunities?
  - For out-of-school youth, what type of education programme would they be willing to attend (e.g. formal primary, accelerated learning programme, skills training, etc.)?

• Determine how many teachers and other education workers are necessary to support the educational needs of the affected community.
• Do the number and type of existing educators meet the community’s educational needs? For example, are there additional needs for preschools or for non-formal education programmes for out-of-school youth?
What are the local standards for pupil/class and pupil/teacher ratios? (See the ‘Tools and resources’ section for details on calculating these ratios.)

How many new teachers are required to meet the local standards? If multiple areas of the country have been affected, how does this vary by location? Consider the following:
- What are the current pupil/class and pupil/teacher ratios in the schools?
- If out-of-school children were enrolled, what would the pupil/class and pupil/teacher ratios be? (It may be necessary to make an estimate of the number of children out of school. For more information, review the Guidebook, Chapter 5.1, ‘Assessment of needs and resources’.

Do existing educators reflect the needs of the students with regard to level of education, gender and language?

What are the budgetary requirements for meeting the identified need for additional teachers and education workers? (See also the Guidebook, Chapter 5.8, ‘Budget and financial management’.)

Develop a plan for hiring teachers and educational staff. The plan should describe the requirements for each relevant district or administrative unit in the affected area and should include the following components:
- Number of additional teachers, administrators and other education workers that are required.
- Budgetary requirements.
- Plans for identifying/recruiting individuals for the new positions.
- Criteria for selecting teachers.
- Identification of who will select/hire the new employees.
- Minimum training requirements for unqualified teachers.
In IDP situations, consider the development of a flexible system for redistributing government teachers within the government system to meet the educational needs of the moving population.

- Are administrative procedures in place to facilitate such transfers?
- How can teachers’ salaries be transferred with them when they move?

In refugee situations, home-country governments should consider establishing a policy to keep teachers in exile on the human resources list (if their whereabouts are known), and take them off the government payroll. This may facilitate the re-appointment of teachers upon their return.

2. In situations where NGOs are supporting the education system, ensure that the recruitment of new teachers and educational staff for their programmes does not disrupt existing educational structures.
Teachers should not be recruited away from local schools or existing programmes.

Government compensation scales should be communicated clearly to UN and NGO representatives so that the scales they develop are commensurate with those of the government. (See the Guidebook, Chapter 3.2, ‘Teacher motivation, compensation and working conditions’, for a thorough discussion of teacher compensation and establishing pay scales.)

Priority should be given to members of the emergency-affected or refugee community before external educators are brought in. For example, if there are not enough existing teachers, are there educated persons who can be trained as teachers?

Educational authorities should assume responsibility and/or be involved in the training of new teachers.

3. Ensure that education ministry staff and/or other education providers establish minimum requirements for the selection of teachers, and conduct recruitment in a transparent manner.

(See the ‘Tools and resources’ section of this chapter for more information on teacher recruitment and selection.)

- Identify the appropriate criteria for recruitment and the minimum level of education and training required.
- Note that in situations of emergency and post-conflict reconstruction, established requirements for teachers’ educational qualifications may need to be relaxed in order to hire a sufficient number of new teachers, especially women. In such situations, in-service training and monitoring must be ongoing. (See also the Guidebook, Chapter 3.3, ‘Measuring and monitoring teachers’ impact’ and Chapter 3.4, ‘Teacher training: teaching and learning methods’.)
RECRUITING TEACHERS IN POST-GENOCIDE RWANDA

After the genocide in Rwanda, “to overcome the shortage of primary teachers the Ministry called for secondary leavers and even secondary drop-outs to come and fill the vacant posts. … In late 1994 the Ministry assisted 12th grade students to sit their final examinations. Their strategy was to channel them as soon as possible into primary teaching posts. This was a well thought out yet very quick response on the part of MoE. Less known – and perhaps the most important contribution of all to attracting teachers into schools and to supporting those first days in school – was UNICEF’s one-off contribution to teachers’ salaries, which amounted to US$800,000, called ‘a one time incentive payment’. Under normal circumstances, international development agencies try to avoid paying the salaries of civil servants. But these were exceptional circumstances. Looking back, many people have lauded that courageous step of breaking with tradition that helped to assist teachers back into school”.

Source: Obura (2003: 64-65)

- How much weight should be given to prior teaching experience?
- What evidence is required to prove that a person has the specified qualifications or experience? (They may have been displaced without having time to collect their personal documents, or they may have been robbed of them.)
- How much of the curriculum content must teachers know in order to be hired?
- What are the strengths and weaknesses of the prospective teachers in the following areas: writing learning objectives, developing teaching materials, conveying subject matter, and using participatory methods?
- What is the range of teaching techniques that have been practised by the teacher (lecture, question and answer,
recitation drill, small group work, brainstorming, role-play, drama and music, field trips, individualized learning, student projects)?

- Ensure the recruiting and hiring processes are transparent and meet the needs of the affected population
  - What are the existing recruitment and selection processes for teachers and other education staff?
- Involve all stakeholders in the process of selecting educators. These include:
  - Community leaders.
  - Parents of the displaced.
  - Ministries of education (preferably of both home and host countries in refugee situations, though this is not usually possible).
  - School inspectors and monitors.

WORKING WITH NGOs TO HIRE TEACHERS

In post-conflict Sierra Leone, UNICEF worked with the government Ministry of Education, Science and Technology (MEST) to develop an accelerated learning programme for 10-13 year-olds whose education was disrupted by the conflict in order to facilitate their return to the formal school system. The programme was implemented by the Norwegian Refugee Council (NRC) whose staff worked directly with the ministry to identify and hire teachers and trainers based on an open announcement/invitation to apply.

To avoid disrupting the country’s education system, one of the conditions for employment was that teachers could not be employed in a government school. In addition, qualified candidates were selected with an objective of balancing gender, IDP/local background, ethnic, religious and other relevant considerations.

Source: NRC (2005: 5b)
• Maintain a constant awareness of ethnic, gender, religious and language considerations in the selection process.

• Appoint a woman as principal or deputy principal of a mixed school to minimize gender harassment and to provide a good role model. If there is no woman sufficiently qualified, appoint a woman as a senior teacher with responsibility for promoting girls’ education.

• Make a special effort to recruit minorities and women to encourage the attendance and retention of minority and female students. (Note: in emergency situations, highly qualified teachers, especially men, are often attracted to jobs outside the teaching profession, which creates a perpetual need for training new teachers. As less educated women are more likely to stay in the educational system longer, there is an additional programmatic justification for hiring them.)
  • In order to recruit more women, it may be necessary to hire women with lower levels of education than men, provided that they meet certain minimum educational standards.
  • Consider providing additional or special in-service training for unqualified female teachers in order to improve their subject knowledge and teaching skills.

• Consider the following strategies to ensure transparency:
  • In stable situations, it may be possible to select educators – that are currently not working or who may have extra capacity – from existing governmental rosters based upon documentation of training and experience.
  • In unstable areas where documents may have been lost:
    - Develop a standardized interview procedure.
    - Consider the use of panel interviews.
    - Develop a written test to gauge literacy, numeracy, language skills and if possible a practical test of teaching proficiency. Agree on a minimum threshold for passing the test.
4. **Advertise the need for educators as widely as possible.** Ideally, the whole community should know of the need for teachers and education workers.

- Possible methods of informing communities include:
  - Contacting community leaders.
  - Advertising by radio, newspaper, or television.
  - Making announcements at community gathering points such as markets or churches.
  - Creating basic recruitment posters.
  - Developing specific advertising strategies for women and minority groups (for example, advertising in women’s hairdressing salons in Africa).

- Advertisements for teachers should include:
  - Necessary qualifications and experience: minimum number of years of education completed or certificate required, etc.
  - The number of teachers expected to be hired.
  - Teaching/professional expectations for those who will be hired.
  - Pay range based on experience, qualifications and hours of teaching per week.
  - Key elements of the job description.
  - Hiring conditions based on balancing gender and background.

5. **Clearly document the working relationship with the educators that are selected.**

- Develop a standard contract and accompanying job description that clearly defines the working relationship. When possible, these should be based on existing job descriptions used by the educational authorities.
For job descriptions, consider including items such as:
- Requirements for lesson planning and preparation.
- Requirements for assessing student learning.
- Extent of curriculum content that teachers must know and teach.
- Desired familiarity with various teaching methods.
- Accepted rules for discipline.
- Professional code of conduct. (See the ‘Tools and resources’ section for an example.)

Ensure that teachers sign their contract and obtain a copy of their job description.

Where possible (e.g. in refugee situations where teachers may be hired on a temporary basis), initial contracts should be of two to three months’ duration, with an option for renewal.

Where possible, ensure that contracts follow local labour practices, specifically with regard to working hours, compensation and standards of behaviour.

Educators should sign a code of conduct establishing acceptable and unacceptable behaviour and ramifications to avoid ethnic and gender discrimination and abuse. (See the ‘Tools and resources’ section for a sample code of conduct.)

When new staff positions (e.g. peace, health or landmine education programme staff) are being created, their job descriptions and pay should be harmonized with the pre-existing system.


(See also the Guidebook, Chapter 3.2, ‘Teacher motivation, compensation and working conditions’ and Chapter 3.4, ‘Teacher training: teaching and learning methods’.)
• What documentation will be required?
• What teacher training will be accepted?
• What will be the process for recognizing and recruiting teachers from areas of asylum, or teachers returning from exile?
• How can the educational authorities facilitate the redistribution of teachers to cover educational needs in the country (e.g. need for teachers in rural areas)?

7. **Decide the contractual status under which new teachers are to be recruited.**

• Is it possible to employ newly recruited teachers on fixed-term contracts, instead of indefinite contracts?
• What arrangements will be made for those teachers who stayed in-post during the crisis?
• What arrangements will be made for unqualified volunteers, who filled in for missing teachers during the crisis?

In deciding these questions, it will be necessary to balance the need to fill the deficit of teachers quickly with realistic projections of the government’s revenues, and industrial relations and political concerns.

Research in West Africa suggests that the contractual status of teachers has little effect upon the learning attainments of pupils. Pupils whose teachers are fully fledged civil servants on indefinite contracts do not perform significantly better than pupils who are taught by teachers on fixed-term contracts. The factors that make a difference are the quality of administrative and pedagogical support received by teachers, whatever their contractual status may be.
TOOLS AND RESOURCES

1. INEE minimum standards for teachers and other education personnel

Standard 1: Recruitment and selection

A sufficient number of appropriately qualified teachers and other education personnel is recruited through a participatory and transparent process based on selection criteria that reflect diversity and equity.

Key indicators

- Clear and appropriate job descriptions are developed prior to the recruitment process.
- Clear guidelines exist for the recruitment process.
- A selection committee, including community representatives, selects teachers based on a transparent assessment of candidates’ competencies and considerations of gender, diversity and acceptance by the community.
- The number of teachers recruited and deployed is sufficient to prevent oversized classes.

INEE minimum standards guidance notes

1. Job descriptions: These should include, among other components, roles and responsibilities and clear reporting lines, as well as a code of conduct.

2. Experience and qualifications: In an emergency, the aim should be to recruit qualified teachers with recognized qualifications
but, in some situations, those with little or no experience will need to be considered. Training will therefore be required in these cases.

If qualified teachers no longer have certificates or other documents, it is important to provide alternative means of verification, such as testing of applicants. While the minimum age for teachers should be 18, it may be necessary to appoint younger teachers. In some situations, it is necessary to recruit female teachers proactively, and to adjust the recruitment criteria or process to promote gender parity, where possible and appropriate.

It is necessary to recruit teachers who speak the home language(s) of learners from minorities who are taught in a national language not their own. Where possible and appropriate, intensive courses in the national and/or host country language(s) should be provided (see also ‘Teaching and learning standard 1, guidance note 7’).

3. Criteria may include the following:
   - Professional qualifications: academic, teaching or psychosocial experience; other skills/experience; relevant language ability.
   - Personal qualifications: age; gender (recruiters should aim for gender balance if possible); ethnic and religious background; diversity (to ensure representation of the community).
   - Other qualifications: acceptance by and interaction with the community; belonging to the affected population.

4. Selection: Teachers and other education personnel should primarily be selected from among the affected population, but if necessary can be recruited from outside. If a site is established for refugees or internally displaced populations, applications from eligible local candidates may be accepted...
if this will help to foster good relations. Selection should be carried out in consultation with the community, the host community and local authorities.

5. References: In crisis settings, a reference check should be carried out for teachers and education personnel to avoid employing individuals who could have an adverse effect on learners and/or who do not fully respect their rights.

6. A locally realistic standard should be set for maximum class size: Every effort should be made to recruit enough teachers to avoid major deviations from this standard. Monitoring reports should indicate the number of oversized classes at the different levels of schooling.

Source: INEE (2004: 66-67)

2. Pupil/class and pupil/teacher ratios

The pupil/class ratio is the average number of students per class. A class is defined as a group of pupils receiving instruction together. In small schools, students from different grades may be present in the same ‘multigrade’ class, as occurs in one-teacher or two-teacher schools. Conversely, a school may have a number of classes for the same grade. The intent behind this ratio is to encourage educators to avoid overcrowding in the classroom based on the assumption that teachers with too many students will not be able to provide a quality education, and that students who cannot keep up with the lessons will drop out.

The pupil/teacher ratio is the average number of pupils per teacher in an education system. This ratio is generally used with regard to cost considerations. It can be helpful in identifying areas of the country that have too many teachers (poor deployment) and it can be used for estimating the financial implications of potential policies such as hiring more teachers in a particular area.
Standards for both of these ratios are often specified at the national level. During emergency situations, educational authorities should consider the impact of conflict on children when deciding targeted class sizes. (Note that children’s psychosocial healing will benefit from smaller classes where they can receive more individual attention.) Class sizes are a function of demand and the number of available teachers, but overcrowded classrooms do have an effect on the quality of education, especially when many teachers are untrained or severely affected by the emergency themselves.

### 3. Sample code of conduct for teachers

All members of the teaching staff are expected to abide by the following general guidelines:

**At all times, the teacher:**

- Acts in a manner that maintains the honour and dignity of the profession.
- Protects the confidentiality of anything said by a student in confidence.
- Protects students from conditions that interfere with learning or are harmful to the students’ health and safety.
- Does not take advantage of his or her position to profit in any way.
- Does not sexually harass any student or have any manner of sexual relationship with a student.
- Is a good, honest role model.

**In the classroom, the teacher:**

- Promotes a positive and safe learning environment.
- Teaches in a manner that respects the dignity and rights of all students.
• Promotes students’ self-esteem, confidence and self-worth.
• Promotes high expectations of students and helps each student to reach his/her potential.
• Encourages students to develop as active, responsible and effective learners.
• Creates an atmosphere of trust.

**In their professional life, the teacher:**

• Displays a basic competence in educational methodology and his/her subject.
• Displays an understanding (in his/her teaching) of how children learn.
• Is always on time for class and prepared to teach.
• Does not engage in activities that adversely affect the quality of his/her teaching.
• Takes advantage of all professional development opportunities and uses modern, accepted teaching methods.
• Teaches principles of good citizenship, peace and social responsibility.
• Honestly represents each student’s performance and examination results.

**With respect to the community, the teacher:**

• Encourages parents to support and participate in their children’s learning
• Recognizes the importance of family and community involvement in school
• Supports and promotes a positive image of the school.

In addition to the items mentioned here, the teacher is expected to abide by all other rules and policies of the wider environment (camp, school, etc.).

*Source: INEE (2004: 70)*
REFERENCES AND FURTHER READING


