"Teacher absenteeism due to AIDS-related deaths, illnesses, and bereavement leave for lost family members is leaving education infrastructures in tatters and leading to a serious decline in productivity in many countries. In addition to illness, HIV-positive teachers are subjected to repeated stigma, which reduces their societal role as mentors and guardians. The result is HIV-positive teachers withdrawing from the profession out of fear of victimization and abuse. In many communities in developing countries affected by AIDS, schools are closing due to the absence of teachers."

Carol Bellamy
(Former Executive Director of UNICEF
& Current President and CEO of World Learning)
World AIDS Day, December 2006

Wendy Heard & Peter Badcock-Walters
Key Summary Points:

- There is no formal Relief Teacher Strategy within the Ministry of Education (MoE) of Namibia currently, although legislation makes allowance for the replacement of staff after an absence of more than 30 days. As a result:
  - When teachers are absent, another teacher takes the class; learners are divided up into other classes; learners are left unattended; or learners are placed under the supervision of older learners or community volunteers.
  - Arrangements are made by school principals and if any fees are paid to those assisting, these are generally paid from the school development fund.
  - Although allowance is made for a replacement teacher to be appointed after an absence that exceeds 30-days, the time this takes invariably means the school ends up paying for the appointment of a temporary teacher.
  - The impact of absenteeism is hardest on small schools. One fifth of all schools in Namibia have 3 or fewer teachers, and over half (54%) of the country’s schools have 10 or fewer teachers.

- The MoE’s Education & Training Sector Improvement Programme (ETSIP) calls for the establishment of a Relief Teacher Strategy:
  - Teacher absenteeism, with its negative impacts on the learning experience, is recognized as a problem and cause for concern.

- Legislation makes allowance for categories of leave including: vocational; compassionate; non-accumulative Trimester leave; sick leave; study leave; maternity leave and unpaid leave.
  - Sick leave is most commonly taken (in 2005 this category contributed to 46.3% of all leave taken in the Erongo Region) while funeral attendance is rising (the 2002 Impact Assessment reported 60% of school heads in the north and 31% in south and central areas were absent for this reason).
  - Study leave can be very disruptive, as teachers tend to be granted two days study leave, return for a day, then take the remaining two days of the week off – a situation that occurs week after week.
  - While legislation clearly spells out the conditions for leave, it is evident that teachers are ‘manipulating the system’ for their own benefit. Anecdotal evidence shows teachers take more study or compassionate leave than they are entitled to, and that vacation leave is preferred to maternity leave, as the latter is only available at a reduced salary level.

- The MoE has a number of studies and management reports available that provide some insight into teacher absenteeism:
  - In the Erongo Region, absenteeism is estimated to have cost NS $2 659 130 in 2005, due 9 737 days of absence being reported. If this estimation is extrapolated across the country, the cost of teacher absenteeism in 2005 could have exceeded NS $60 000 000.
  - 2005 EMIS data shows a general increase in regional teacher and learner numbers, with some exceptions. However, alternative analysis (using different methodology) shows that these increases and declines are larger than reported: Over the period 1999 to 2005, Caprivi (-9.9%), Hardap (-9.9%) and Omaheke (-2.2%) showed a decline in teacher numbers, while levels of increase were higher than first reported (Ohangwena (39.7% versus the reported 5.7%) and Oshikoto (30.3% versus the reported 4.5%).
  - The IIEP/UNESCO study showed remarkable variation in average absence recorded per teacher in sample schools in 2005, ranging from 1.2 to 16 days, suggesting very variable management and administration conditions at the local level.
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1. Background

The terms of reference (TOR) calling for the development of a relief teacher strategy to mitigate the impact of HIV and AIDS in the education sector indicate that “Namibia’s teachers are at a relatively high risk of HIV infection. Projections suggest that in 2002, around one in seven (teachers) were HIV-infected (Abt Report, 2002, p.vi). The report further indicates that teacher losses averaged 1.5% between 2000 and 2002, with higher rates (2%) reported in the country’s northern parts. The impact on delivery of quality teaching has also been adversely affected.”

The Education & Training Sector Improvement Programme (ETSIP) makes provision for the establishment of a relief teacher strategy to mitigate the impact of HIV and AIDS on the system. A costed strategy is therefore required to assist the Ministry of Education, within the framework of ETSIP, to mitigate the impact of HIV and AIDS on teacher absenteeism, and its resultant adverse consequences on the quality of teaching and learning. The design of such a strategy necessitates conducting a thorough desk review, to be followed by an assessment at regional, circuit, cluster and school level. The EduSector AIDS Response Trust (ESART) has been requested to work with the Ministry of Education to develop this relief teacher strategy. The purpose of this report is to document the findings of a desk review undertaken by ESART, in which all available documents and data have been reviewed and considered.

2. Teacher Absenteeism, Attrition and Turnover

For the purpose of this review, the focus has been entirely on teachers, as school-based employees of the state. ‘Absenteism’ is defined as not being present as required at school or place of work, for whatever reason; ‘attrition’ pertains to teachers leaving MoE employment, for whatever reason; and ‘turnover’ refers to the loss and replacement of teacher, due to attrition. All three of these factors impact on the development of a relief teacher strategy, as all three invariably result in the loss of contact time between teacher and student, and/or the need to find a replacement teacher.

In Namibia, there is currently no policy regarding relief teachers, except in the case of very long absences (of more than 30 consecutive days). New teachers can only be recruited if there is an actual post vacant, usually due to a teacher’s death, resignation, retirement or transfer. As a result, currently, when a teacher is absent, another teacher takes the class; learners are divided up to join other classes; learners are left unattended; or they are placed under the supervision of other learners or community volunteers.

The nature and geography of the provision of education in Namibia greatly contributes to the need to urgently address teacher absenteeism and attrition, and devise and implement a relief teacher strategy (RAISON 2007). Key issues include:

- 20% of all schools in Namibia have 3 or fewer teachers, while over half the schools (54%) have 10 or fewer teachers;
- Most teachers work in professional isolation, as the only people who teach a specific subject in their school; and
- The majority of the schools are in rural areas and geographically fairly isolated from regular support services.
In addition to these constraining realities, the impact of HIV and AIDS is being increasingly felt by the education sector. The need for a relief teacher strategy, and the impact of HIV and AIDS are recognized by the Ministry of Education as major strategic concerns, and the Education & Training Sector Improvement Programme, ETSIP, requires that a strategy be developed to improve the deployment of relief teachers.

2.1 The Impact of Teacher Absenteeism, Attrition and Turnover

Teacher absenteeism affects the provision of education in a number of ways:

- Research has clearly shown that the single most important factor in providing quality education is focused contact time between a motivated teacher and student. **Teacher (and learner) absenteeism reduces contact time**, thus impacting on the provision of quality education.
- High absenteeism rates **negatively affect the motivation** of fellow staff members, as they are required to take on extra lessons or responsibilities, and may also negatively impact on the enthusiasm levels of learners.
- Teachers often have different styles and approaches in dealing with the learners and delivering the curriculum; should a substitute teacher be appointed, this may well (at least initially) be **disruptive for learners**, as they have to settle into the new style and approach of the substitute teacher.
- ‘One day of absenteeism here, and one day there’ adds up and often teachers and other school employees are unaware of the **cumulative effect** of these ‘one day’ absences.
- Generally the absence of, or constant change in, teachers is unsettling for learners (especially in the early grades) and the **lack of continuity** may adversely affect the learning process.
- There are definite direct and indirect **costs** associated with teacher absenteeism.
- If absenteeism and ill health are not correctly managed this may lead to **increased stigma and discrimination** towards teachers.
- High teacher absenteeism appears to have a negative impact on **classroom discipline**.
- Where high teacher absenteeism occurs, management often complains of the **increase in time, administration and tasks** associated with dealing with such absenteeism and replacement strategies.
- Generally, in schools with insufficient teachers (understaffed), the teachers are required to have **more formal contact hours** with children to make up for the lost time and in order to ensure that all aspects of the curriculum are covered.
- SACMEQ studies have also shown how teacher absenteeism is strongly correlated with **learner tardiness and absenteeism**. In the 2005 study (Makuwa, 2005:155) a sample of schools showed that teacher absenteeism correlated 0.23 with learner absence and 0.39 with learners skipping classes.
- Should increased absenteeism be related to prolonged illness, or lead to death, there is also the **emotional stress** encountered by fellow staff members and learners.

Teacher absenteeism has several negative impacts and generally restricts the learning experiences of children, and adversely affects staff morale and relationships. While HIV and AIDS-related factors might result in an increase in teacher absenteeism, these are only two of many other factors that contribute to high rates of absenteeism. Amongst these, for example, are management practices, accountability systems, career options, personal motivation and working conditions.
2.2 Reasons and Causes for Teacher Absenteeism, Attrition and Turnover

Reasons provided for teacher absenteeism, attrition and turnover are varied, and it is noted that some causes for teacher absenteeism could lead onto attrition or turnover.

Any analysis or consideration of teacher absenteeism, attrition and turnover must consider contextual workplace and labour market issues. If teachers are dissatisfied or frustrated by workplace issues or conditions, this could be considered to be an important inducement to seek alternate opportunities in the marketplace. The more alternatives they believe to be out there, the less likely teachers are to stay and resolve these workplace issues or frustrations. In considering teacher absenteeism, attrition and turnover, therefore, it is important to look at ways to strengthen workplace issues and conditions and address aspects such as job satisfaction, general morale and workload.

‘The Impact of HIV/AIDS on Education in Namibia’ report, published by Abt in June 2002, indicates that during the period under review, attendance at funerals was the most common reason for absenteeism in Namibia.

While there appears to be a lack of data on teacher absenteeism in Namibia, the experience of this desk review confirmed that if anything, more data and structured reports are available on teacher absenteeism than in many other ministries across the region. Indeed, it is likely that further sources may be found which might throw additional light on this area of management concern. For the purposes of this report, we have drawn on the data and reports obtained in order to highlight experiences from the field, but stress that these data are still far from comprehensive. Effective comparative analysis will require further systematic development of such data over time, to provide a detailed understanding of the nature and extent of the problem.

However, it is important to note that there is a high degree of coincidence in the data available, supported by consultative discussions in a large stakeholder forum and anecdotal evidence on the ground.

2.2.1 Experience from the Field: Khomas Region

In September 2007, during a visit to the Khomas Region, a trimester report (2nd trimester 2007) on teacher staff absenteeism of one of the bigger primary schools in Windhoek\(^1\) was provided to the research team. The summary provides a listing of teaching staff, indicating the number of days absent, the reason for absenteeism and the dates absent. A brief analysis of the data provided reveals that “sick leave”, with 36 occurrences, was the greatest contributor (47%) to the total number of days absent, while “study leave” had 41 occurrences reported, contributing to 31% of the total days absent.

\(^1\) Emma Hoogenhout Primary School
<table>
<thead>
<tr>
<th>Maternity Leave</th>
<th>Study Leave</th>
<th>Vacation Leave</th>
<th>Sick Leave</th>
<th>Compassionate Leave</th>
<th>Total /Avg.</th>
</tr>
</thead>
<tbody>
<tr>
<td>No of days leave</td>
<td>29</td>
<td>78</td>
<td>10</td>
<td>118</td>
<td>18</td>
</tr>
<tr>
<td>As a % of total</td>
<td>11%</td>
<td>31%</td>
<td>4%</td>
<td>47%</td>
<td>7%</td>
</tr>
<tr>
<td>Avg. no of days</td>
<td>29</td>
<td>1.9</td>
<td>1.67</td>
<td>3.28</td>
<td>2.57</td>
</tr>
<tr>
<td>No of occurrences</td>
<td>1</td>
<td>41</td>
<td>6</td>
<td>36</td>
<td>7</td>
</tr>
</tbody>
</table>

Table 1 Occurrence of leave amongst 31 staff members at a primary school, 2nd Trimester 2007

It is evident that ‘study leave’ is very disruptive for the school, as the staff tend to take 2 days leave, return for a day and then take further leave. This is illustrated graphically below, where for the month of May/June 2007, a member of staff reported taking 15 days ‘study leave’ [despite regulations indicating that one is only entitled to 12 days study leave per annum, although this category of leave is accumulative], and for the whole month of June was only present for 9 days. This pattern of leave appears to be mirrored by 2 other members of staff over the same period at this school.

Table 2 Graphic illustration of reported study leave pattern of a primary school teacher

While it is clearly understood that the results shown in this trimester-return cannot be generalized across all schools and throughout the year, it does very graphically illustrate the challenges that are faced at individual schools, and highlights the need to manage teacher absenteeism with the greatest attention.

2.2.2 Experience from the Field: Erongo Region

According to current legislation and regulations, all leave taken by a teacher must be requested by submission of a completed leave form, duly signed by the principal of the school, who recommends (or not) the granting of such leave. The leave form, as an official request, is then forwarded to the Regional Human Resources Officer for approval and recording. At the end of each term the principal must complete a report and send it on to the inspector concerned. Within the region, Planning and Development Officers collate the returns and compile a Trimester Report summarizing the submissions made by schools. Trimester Reports from the Erongo Region were kindly made available for the purpose of this desk review and are reviewed below.
Trimester Reports focus on learners (i.e., change in enrolment and causes for learner drop out) and teachers (i.e., changes in staff, teacher absences and reasons for absence). However, for the purpose of this report we will focus only on the reports relating to teacher absenteeism.

The Trimester Reports, which provide a detailed breakdown of teacher absenteeism by cause or reason, again confirm that the greatest contributor to teacher absenteeism, in term of leave taken, is ‘sick leave’. In 2004 and 2005 sick leave contributed to 46.3% of the leave taken by those included in the reports. From these reports, it appears that on average, teachers are absent for just under 4 days per Trimester. This average does however mask the high level of absenteeism experienced in some schools and amongst some members of staff on an individual basis; these aberrations will require further and continuous systemic attention.

<table>
<thead>
<tr>
<th>Absence of leave for Teachers</th>
<th>2004 by trimester</th>
<th>2005 by trimester</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1st</td>
<td>2nd</td>
</tr>
<tr>
<td>1 Sick leave</td>
<td>1421</td>
<td>1565</td>
</tr>
<tr>
<td>2 Vacation leave</td>
<td>312</td>
<td>230</td>
</tr>
<tr>
<td>3 Maternity leave</td>
<td>203</td>
<td>257</td>
</tr>
<tr>
<td>4 Study/Graduation leave</td>
<td>94</td>
<td>50</td>
</tr>
<tr>
<td>5 Compassionate leave</td>
<td>223</td>
<td>290</td>
</tr>
<tr>
<td>6 Private affairs (domestic problems, shopping, banking etc.)</td>
<td>157</td>
<td>43</td>
</tr>
<tr>
<td>7 Special leave (meetings, census, elections etc.)</td>
<td>120</td>
<td>138</td>
</tr>
<tr>
<td>8 Workshops/Training</td>
<td>219</td>
<td>150</td>
</tr>
<tr>
<td>9 AWOL/Unknown</td>
<td>17</td>
<td>9</td>
</tr>
<tr>
<td>10 Examination</td>
<td>48</td>
<td>27</td>
</tr>
<tr>
<td>11 Unpaid leave</td>
<td>12</td>
<td>0</td>
</tr>
<tr>
<td>Total # days absent</td>
<td>2826</td>
<td>2759</td>
</tr>
<tr>
<td>Total # persons absent</td>
<td>496</td>
<td>Unknown</td>
</tr>
<tr>
<td>Total # Teachers</td>
<td>844</td>
<td>757</td>
</tr>
<tr>
<td>Total # Schools submitting a report (of 59)</td>
<td>57</td>
<td>50</td>
</tr>
<tr>
<td>Average # days absent per person absent</td>
<td>5.7</td>
<td>7.3</td>
</tr>
<tr>
<td>Average # days absent per total teachers reported</td>
<td>3.3</td>
<td>3.6</td>
</tr>
</tbody>
</table>

Table 3 Analysis of absence of leave of teachers, 2004 and 2005 (Source: Erongo Region)

In the accompanying narrative reports, some interesting and illuminating accounts of teacher absenteeism are provided. These include the following:

- “… less teachers took absence of leave during the first trimester than in the past. The normal fluctuation is noticeable in examination leave and attending workshops between the end of a school year and the first term of a new school year”
- “Sick leave will always be the mainstay of absence of leave during any given term”
- “6 staff members of schools were absent between 30 and 39 days. Two staff members were absent on sick leave for 40 and 46 days respectively and 1 staff member was absent on sick leave for the whole term. In total 36 of the staff were absent between 10 school days and a whole term. This constitutes 4% of the total teaching staff”
“4 teachers took more that the allowed 5 days compassionate leave. It is however encouraging to see that the tendency to take more that 5 days compassionate leave is decreasing rapidly”

“On an individual school basis it is worrisome when during one term of 64 days – all the teachers plus the clerical and institutional staff of one urban school were absent for 10.9 days per person on average…”

“Teachers taking vacation leave during school term should be advised to reconsider …. One person was reported to have taken 70 days of vacation leave”

“In nine government schools in the Erongo Region every member of the teaching staff was absent for 1 day or more… In a small school teachers were effectively absent for an average of 11.5 days, whereas in larger school teachers were absent for an average of 9.1 school days.”

“During the third semester, 7 school reported all their teachers absent for at least 1 school day. Most schools have a rate of between 60 – 90% staff absence during a term”.

In the reports provided, the Education Officer for the Erongo Region took the reported numbers of teacher absent and using the average salary of a category C teacher (between NS $ 4 670.88 and $ 5 633.74 per month over this period) calculated the likely fiscal loss for teacher absenteeism in the Region. The following gross losses per Trimester due to absenteeism were reported:

- **2004 1st trimester:** NS $658 051.20 (Average NS $ 1 326.72 per teacher)
- **2004 3rd trimester:** NS $946 124.00 (Average NS $ 1 723.36 per teacher)
- **2005 1st trimester:** NS $769 570.25 (Average NS $ 1 497.22 per teacher)
The average value of lost teaching time per teacher in Erongo (4 days per teacher per Trimester @ average NS $273 per teacher, per day) is extrapolated across the total number of 19,304 teachers by Trimester in 2005, then the crude cost of absenteeism for the country in 2005 could be well over NS $60,000,000. While this is a very simple extrapolation based on only one of 13 regions (excluding Head Office), the level of reported absenteeism coincides to a high degree with the other data available and confirms that this is a major drain on the sector’s resources. It is possible that this extrapolation may in fact underestimate the extent of the problem, if the very high absenteeism rates evident in certain of the northern regions are taken into account. In addition, the issue of unreported or under-reported absenteeism may inflate this estimate in real terms.

### 2.2.3 Experience from the Field: EMIS Publications

Every year, all formal schools within Namibia are required to complete the Annual Education Census and submit this to Head Office. These returns form the basis for the Education Management Information Systems (EMIS) database that is used to assist with education planning, provision of resources, monitoring of policy implementation and general management, administration and provision of education within Namibia. Currently there is no formal system within EMIS that tracks teacher absenteeism, although a number of regions are piloting various ways of tracking this, as they consider it to be of critical importance for education management.

The EMIS returns do however play an important part in tracking teacher attrition and turnover. As part of the Annual Education Census, schools report on the number of teachers appointed at the school. Since this data is available for a number of years, it is possible to track the change in the number of teachers over time. The EMIS section within the Ministry of Education also produces an annual publication of the Education Statistics for a specific year. Included within this publication is a table (table 49) that lists the number of teachers over a 7-year period, highlighting the percentage change from the previous year to the current year, and the average annual growth rate over the period under review. The same is done for learners (table 21). In the 2005 EMIS Education Statistics publication the following details were provided:

<table>
<thead>
<tr>
<th>Region</th>
<th>Teachers</th>
<th>Learners</th>
<th>Teachers</th>
<th>Learners</th>
<th>Teachers</th>
<th>Learners</th>
<th>Teachers</th>
<th>Learners</th>
<th>Teachers</th>
<th>Learners</th>
<th>Teachers</th>
<th>Learners</th>
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<tbody>
<tr>
<td></td>
<td>1999</td>
<td>2000</td>
<td>2001</td>
<td>2002</td>
<td>2003</td>
<td>2004</td>
<td>2005</td>
<td>Growth</td>
<td>Change</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>99-05</td>
<td>04-05</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Caprivi</td>
<td>1,086</td>
<td>1,086</td>
<td>1,062</td>
<td>1,031</td>
<td>996</td>
<td>980</td>
<td>978</td>
<td>-1.7%</td>
<td>-0.20%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Learners</td>
<td>22,939</td>
<td>22,524</td>
<td>23,277</td>
<td>24,410</td>
<td>25,039</td>
<td>25,216</td>
<td>25,661</td>
<td>1.9%</td>
<td>1.80%</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Erongo</td>
<td>822</td>
<td>847</td>
<td>828</td>
<td>835</td>
<td>836</td>
<td>856</td>
<td>869</td>
<td>0.9%</td>
<td>1.52%</td>
<td></td>
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<tr>
<td>Teachers</td>
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<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Learners</td>
<td>20,969</td>
<td>21,223</td>
<td>21,574</td>
<td>22,180</td>
<td>22,920</td>
<td>23,403</td>
<td>24,013</td>
<td>2.3%</td>
<td>2.60%</td>
<td></td>
<td></td>
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<tr>
<td>Hardap</td>
<td>791</td>
<td>803</td>
<td>792</td>
<td>779</td>
<td>717</td>
<td>706</td>
<td>713</td>
<td>-1.7%</td>
<td>0.99%</td>
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<tr>
<td>Teachers</td>
<td></td>
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<tr>
<td>Learners</td>
<td>19,457</td>
<td>19,795</td>
<td>19,731</td>
<td>19,974</td>
<td>20,258</td>
<td>20,266</td>
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<tr>
<td>Head Office</td>
<td>142</td>
<td>141</td>
<td>148</td>
<td>154</td>
<td>155</td>
<td>170</td>
<td>174</td>
<td>3.4%</td>
<td>2.35%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Learners</td>
<td>1,154</td>
<td>1,175</td>
<td>1,235</td>
<td>1,281</td>
<td>1,328</td>
<td>1,378</td>
<td>1,420</td>
<td>3.5%</td>
<td>3.00%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Karas</td>
<td>582</td>
<td>602</td>
<td>613</td>
<td>629</td>
<td>599</td>
<td>614</td>
<td>648</td>
<td>1.8%</td>
<td>5.54%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>
Table 5  Number of teachers and learners by education region from 1999 to 2005, including the average annual growth rate 1999 – 2005 and percentage change 2004 – 2005 (Source: EMIS 2005 publication).

From the data provided in this table, it appears that in general terms teacher numbers are increasing. Over the 7-year period analyzed, the number of teachers is shown to have increased by 2063, and learners numbers are shown to have increased by 55025. It is interesting to note that while all regions showed a steady increase in the number of learners over this 7-year period, three regions indicated a decline in the number of teachers: Caprivi (-108 teachers; -10%), Hardap (-78 teachers; -10%) and Omaheke (-12 teachers; -2%). However, in light of the comments made below regarding this analytical method, it is recommended that the alternative analysis of these data, shown in 2.2.3.1, be considered for planning.

2.2.3.1  Alternative Analysis of Teacher Numbers, using EMIS data

While the (2005) EMIS publication provides the average annual growth over the 7-year period, (ie 1999 – 2005) it is suggested that the average, as a measure of central tendency, tends to mask the differences that occur year-on-year; we also note that statistically, it is not recommended practice to average these ‘averages’ over a time-series analysis.

As the actual number of teachers and learners are available, year-on-year, it is far better to calculate the actual value for each year. When calculating the year-on-year change in learner and teacher numbers as a percentage, as well as the percentage change over the 7-year period, a quite different picture emerges. This shows that many more regions are in fact showing decreases in the number of teachers over this period. In the table provided below, the regions that show a decline consistently for
This alternative analysis shows quite different levels of decline in teacher numbers relative to the 2005 EMIS Annual Report: For example, the decline for Caprivi moves from -1.7% down to -9.9%; Hardap also moves down from -1.7% to -9.9%; and Omaheke moves down from -0.4% to -2.2%. Relative to the increases in learner numbers (in these and other regions), this implies a greater teacher to learner ratio problem than might have been expected. Equally, this alternative analysis also shows far higher percentage growth in teacher numbers in other regions: In Erongo for example, the real growth over the period was 5.7% rather than the 0.9% reflected in the 2005 EMIS Report, while in Karas growth was actually 11.3% rather than the reported 1.8%. The greatest disparities by region in this alternative analysis were found in the levels of growth for Ohangwena (39.7% versus the reported 5.7%) and Oshikoto (30.3% versus the reported 4.5%)

Table 6  Year-on-Year percentage change in the number of teachers and learners and percentage change over the 7-year period (Source: EMIS 2005 publication).
2.2.3.2 New Additions to EMIS Data Collection Strategies

In 2006, the Annual School Census included a new question that asked schools to report on teacher mortality. This should assist the Ministry of Education in reporting on deaths and teacher attrition.

<table>
<thead>
<tr>
<th>Age in years</th>
<th>Illness Male</th>
<th>Illness Female</th>
<th>Accident Male</th>
<th>Accident Female</th>
<th>Suicide Male</th>
<th>Suicide Female</th>
<th>Violence &amp; Homicide Male</th>
<th>Violence &amp; Homicide Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>20 – 24</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>25 – 29</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>30 – 34</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>35 – 39</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>40 – 44</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>45 – 49</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>50 – 54</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>55 and older</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 7 Extract of the 2006 Annual School Census that requires schools to report on teacher deaths

Since the late 1990s, the EMIS returns within the South African education system have included the same table in their school returns. Experience of this analysis over a number of years might provide some useful pointers for Namibia:

- It is worth considering showing an ‘other’ and ‘total’ column in order to make the analysis more meaningful and to assist head teachers with checking the numbers recorded. With the total values available one is then able to report on the different categories as a proportion of the total and the totals also assist with cross casting, which assists with data accuracy and validation – two critical points for EMIS.
- Gross teacher mortality may be lower than anticipated (generally under 1%), but by including this table, valuable data is provided to facilitate gender and age-specific analysis. Comparative analysis of such data in South Africa shows an increasing number of deaths for younger teachers being attributed to ‘illness’, and distinct increases in reported deaths of female teachers in provinces with high HIV prevalence rates.
- While the effort made by EMIS to improve teacher attrition data is commendable, consideration should be given to strengthening systems that track and record teacher absenteeism, as it is clear that teacher absenteeism is a far greater problem and is making a far greater impact on teacher provision, with considerable fiscal implications.
- A detailed analysis of Educator (Teacher) Attrition and Mortality in South Africa is available for reference and guidance, sub-titled *A Study into Gross Educator Attrition Rates and Trends, including Analysis of the Causes of these by Age and Gender, in the Public Schools System in South Africa 1997 – 2004*. Copies of this will be provided to the Human Resources Directorate, EMIS and Planning by ESART.

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2 It should be noted that this analysis is based on data for the personnel and salary administration system (PERSAL) that was linked back to EMIS data as well as death registry records.
2.2.4 Experience from the Field: IIEP/UNESCO Study

Between February and April 2006, IIEP/UNESCO undertook a study on Teacher absences in an HIV and AIDS context: Empirical evidence from nine schools in Kavango and Caprivi. The study acknowledges that as only a limited number of schools in selected regions were included, the results can not be generalized across Namibia. Yet the study does confirm coincidentally high incidences of absenteeism and provides important anecdotal evidence from these schools.

The study reviewed the school records maintained for the previous year and also included observation visits, in which a researcher spent time in the schools and reported what was observed.

Among the sample schools, varying levels of teacher absenteeism were evident over the two years under review.

<table>
<thead>
<tr>
<th>School ID</th>
<th>No of Teachers</th>
<th>Learner to Teacher ratio</th>
<th>Absence recorded</th>
<th>Average Absence recorded per teacher (2005)</th>
</tr>
</thead>
<tbody>
<tr>
<td>K1</td>
<td>7</td>
<td>41.5</td>
<td>100 absences were recorded in 2005. In 2004, 103 days were recorded (including 2 teachers being absent for 50 days each)</td>
<td>14.3 days</td>
</tr>
<tr>
<td>C7</td>
<td>6</td>
<td>39</td>
<td>35 absences for the HOD alone in 2004. 26 absences in 2005 (12 absences for the HOD)</td>
<td>4.3 days</td>
</tr>
<tr>
<td>K7</td>
<td>3</td>
<td>31</td>
<td>48 absences in 2005. One specific teacher was absent for 45 days in 2006 and 27 days in 2006</td>
<td>16 days</td>
</tr>
<tr>
<td>C27</td>
<td>3</td>
<td>30</td>
<td>14 absences in 2005, none reported being due to sick leave</td>
<td>4.6 days</td>
</tr>
<tr>
<td>C1</td>
<td>2</td>
<td>35.5</td>
<td>10 absences in 2005</td>
<td>5 days</td>
</tr>
<tr>
<td>C3</td>
<td>5</td>
<td>26.8</td>
<td>6 absences in 2005</td>
<td>1.2 days</td>
</tr>
<tr>
<td>K5</td>
<td>6</td>
<td>33.5</td>
<td>50 days of absenteeism in 2005</td>
<td>8.3 days</td>
</tr>
<tr>
<td>K0</td>
<td>6</td>
<td>25</td>
<td>65 days of absenteeism in 2005</td>
<td>10.8 days</td>
</tr>
</tbody>
</table>

Table 8 Level of teacher absenteeism, 2004 and 2005 (Source: IIEP/UNESCO 2007)

The study concluded that the likelihood of teachers being absent is increased by:
- Behavioural problems, such as alcoholism, lack of self discipline and low levels of accountability;
- Chronic illness;
- Lack of training;
- Unplanned workshops during class time.
3. Legislative and Policy Framework

The Government of Namibia has provided a clear legislative framework, largely in the form of Acts or specific Regulations that apply to public servants. Provisions for leave are included in the Public Service Staff Rules.

Teachers are considered to be public servants in Namibia. They are responsible for providing education that is appropriate to the needs of the different age groups, abilities, aptitudes and general needs of learners. Teachers can only be appointed in recognized posts. The recommendation for appointment to a post is made by the School Board and the appointment is then finalized by Regional Office. Teachers are guided by Public Service Staff Rules.

The staff rules (PSSR Amendment Notice No 4 of 1997) make provision for the following types of leave for full time staff members

**Accumulative Vacation leave:**
- 10 days p.a. for staff at educational and training institutions
- 25 days p.a. for other staff members

**Non-accumulative Compassionate Leave:**
- 5 days p.a. for staff at educational and training institutions
- 10 days p.a. for other staff members
- Compassionate leave is granted when there is a death or a serious illness in the family

**Non-accumulative Leave:**
- School holidays are granted for staff appointed to educational and training institutions
- Allowance is made for staff appointed to educational and training institutions to remain on duty during school holidays. Should this occur the member of staff can apply to be compensated

**Non-accumulative Trimester leave:**
- Lecturing or teaching staff may have one trimester leave after every 7 years service

**Sick Leave:**
- 87 days per cycle (of 3 years), on full numeration, for staff at educational and training institutions
- Additional 87 days per cycle (of 3 years), on half numeration, for staff at educational and training institutions
- 132 days per cycle (of 3 years), on full numeration, for other members of staff
- Additional 132 days per cycle (of 3 years), on half numeration, for other members of staff
- May only be granted if a staff member has completed 30 consecutive days of service
- If a staff member is absent for a continuous period of more than 3 days owing to illness, a certificate from a medical practitioner needs to be provided

**Accumulative Study Leave:**
- 12 days p.a. for all staff members
In addition to these different leave categories, women are entitled to 12 weeks maternity leave. The 12 weeks of paid leave is covered by the social security fund, but this has a ceiling amount which equates to just over half of the teachers salary. The IIEP/UNESCO study (2007: p33) indicates that due to the consequent reduction in salary, some teachers preferred not to take the corresponding maternity leave but continue to work full time, taking off just 15 days sick leave.

According to the Public Service Act, any staff member who is absent without permission for 30 consecutive days will be discharged from the Public Service (IIEP/UNESCO 2007: p34).

The Public Service regulations also allow for different formulae to be applied for the granting of vacation and sick leave to occasional staff members.

While these leave categories allow for ‘formal leave of absence’, there is another cause for teacher absenteeism which is not captured by the submission of a leave form, or general reporting. This is general absence from school as a result of attending meetings, workshops, or funerals; going to the bank or into town to sort out financial or personal matters; participating in sport or cultural events; and the like. What exacerbates (and masks) the situation is that teachers may arrive at school, and either are not well enough, or choose not to go to class to teach – without recording this temporary absence. Many hours, or often days, of contact with learners are almost certainly lost as a result of teachers not being in class.

4. Consultative Forum: Options for a Relief Teacher Strategy

In July 2007, a consultative forum was convened in Walvis Bay to consider options for the Relief Teacher Strategy for Namibia, and involved some 50 education sector representatives from the MoE, its civil society and development partners.

The forum was provided with some background to the planned commission of a study on the demand for relief teachers, and the need for the development of a strategy, including the work that would be required in order to support the MoE in the establishment and management of such a strategy. Participants in this forum were invited to comment on the terms of reference for the study, and were requested to comment on the current situation and consider the challenges currently faced by schools and personnel. For this purpose, the forum delegates were divided into four commissions and asked to consider each of the following focus areas and review the terms of reference of the study:

- Current realities of teacher absenteeism and relief replacement (substitute) - Review strengths and weaknesses.
- Potential data sources on teacher absenteeism by level.
- Proposed location of the relief system management.
- Proposed management and monitoring indicators for the relief system.

The four commissions engaged these issues vigorously and were successful in producing comprehensive reports on each focus area. The key points of these focus area reports read verbatim as follows:
4.1 Current Realities of Teacher Absenteeism and Relief Replacement

The commission concerned was requested to consider what was currently happening in relation to teacher absenteeism and substitute replacements and provided the following responses:

- Currently there is no formal relief strategy. Schools tend to manage the process differently and it is largely dependent on the resources available to the school.

- Should a teacher be absent for 2 or 3 days:
  - In most schools no teaching then takes place; in the affected classes, learners are left alone or are not well attended to. It was felt that this was further compounded by multi-grade class groups; rural areas (as there are limited resource persons to call on); and the pressure placed by current staffing norms that do not allow for ‘lesson free’ periods.
  - It was indicated that in some schools, a retired teacher is called in and asked to provide supervision of the learners; alternatively a member of the parent community may step in to supervise (this is voluntary with no pay); or teachers in attendance have to cover for those who are absent (and resentment tends to build up); or the learners are divided up amongst the remaining classes or grades; or teachers utilize administrative/‘free’ periods to supervise classes where teachers are absent.
  - Where schools can afford to, a small fee/allowance is paid to the persons who are called into supervise.
    - Payments are generally made from the school development fund
    - In some instances (leave for personal private matters), teachers for a replacement teacher pay from their own pockets
    - Schools are also taking in literacy promoters as relief teachers, where these are available

- It was noted that often leave or absenteeism does not occur consecutively and this created problems for management and also the coordination of relief staff. Learners are then often left unattended as no one can be called in at short notice, or the head teacher is not sure how long a teacher will be absent for. The unpredictable nature of teacher absenteeism makes it difficult to plan.

- Lack of funds also makes it difficult for schools to seek the services of those to provide supervisory services of real relief teaching.

- When teacher is absent for more than 30 days:
  - Schools apply to the ministry for the appointment of a replacement. There are however severe time constraints and invariably the school ends up paying for a relief teacher, from the development fund, while the application is being processed.
  - Smaller or rural schools are really affected, as there are not many teachers available in these areas and it is also difficult to attract replacement teachers to these areas for brief stints. Also these schools generally have more financial constraints and cannot afford to pay anyone for assistance that is offered.
  - It was also reported that a further limitation is placed by the current policy that requires that all relief teachers must be fully qualified. It was considered that it should be easier, if the schools and regional offices could negotiate and that literacy promoters be utilized, should these be available.
It was indicated that the following categories of leave are available for school-based personnel:

- Sick leave (87 days per 3-yr cycle; 87 days at half pay per 3-yr cycle)
- Vacation (8 days pa)
- Special (union matters) (21 days pa)
- Study leave (according to exam dates) (12 days pa)
- Special study leave (specific period or abroad, when the government sends you out) (unspecified limit)
- Compassionate (5 days pa)
- Maternity (at least 90 days)

When asked to highlight the strengths and challenges of the current relief teacher practices the group offered the following:

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools that can afford to pay relief teachers are doing so</td>
<td>Funding is problematic for ALL schools – especially for small schools and rural schools</td>
</tr>
<tr>
<td>Provision is made for teachers who are away for 30 days or more, subject to budgetary allocation (often this is not adequate)</td>
<td>Budgeting and planning for the unpredictable nature of absenteeism</td>
</tr>
<tr>
<td>Schools are trying to find local solutions and address the problems</td>
<td>Increase in absenteeism or frequent absenteeism results in poor working relationships amongst staff – resentment grown</td>
</tr>
<tr>
<td>In some schools community support is provided and shown, through the school board</td>
<td>Time factor (delays) in securing substitute/relief teachers</td>
</tr>
<tr>
<td>Some private sector support for additional teachers (very rare)</td>
<td>Relief is a new concept – need to explain this, clarify it</td>
</tr>
<tr>
<td></td>
<td>Find a qualified teacher</td>
</tr>
<tr>
<td></td>
<td>Extra financial burden on the individual teacher</td>
</tr>
</tbody>
</table>

Table 9 Table considering the strengths and challenges of the current relief teacher practices

### 4.2 Consider Data Sources Available for Absenteeism by Level

This commission was requested to review what data sources and options existed to provide information on teacher absenteeism for management purposes, and provided the following responses:

**School level**

It was confirmed that at the school level, the principal and HOD are responsible for keeping the following information and records:

- Leave registers
- Signed attendance registers
- Permission form/letter to attend to private matters during official hours (the Human Resource office)
- Attrition information relating to teachers on the staff at the school (mortality, resignation, retirement, discharge)
- Maternity/paternity leave information
It was indicated that the reliability of the information does vary, as this is school dependent, and very reliant on general management practices. Some regions are also experimenting with trimester returns and reports to be submitted by schools. At a school level this information is not computerized.

**Regional Level**
At the regional office level there are a number of data sources to find out more regarding absenteeism. It was indicated these data are generally not computerized, and will be paper-based records. These include:

- Personal teacher leave files maintained at regional level.
- Quarterly reports (per Semester) submitted by schools to the regional office (via Circuit Inspector to the Planner).
- Permission form/letter to attend to private matters during official hours (submitted to the Human Resource office)
- Attrition information provided by schools

**Head Office**
It was considered that there would be three data sources that could be considered at the Head office level:

- The computerized Human Resource Information Management System, which holds detailed records of those appointed to management positions.
- Personnel files, which include records of personal details, the career path of the individual and leave applications.
- The computerized EMIS (Education management information system) that is built up from the data submitted by schools on an annual basis. The school returns now include information on teacher attrition.

When asked to highlight the challenges relating to the available data sources the following were provided:

- Most data not available electronically
- The reliability of the data sources is questionable, especially data on teacher absenteeism
- No database for relief teachers available
- Delays in the provision of data
- The Human Resource Information Management System is not decentralized.

### 4.3 Recommendations for the Development of a Relief Teacher Management System

This commission was requested to make recommendations for the development of a relief teacher management system, and provided the following responses:

It was agreed that the proposed Relief Teacher Strategy or Management System would need to consider the different types of absenteeism and teacher attrition. The following forms of teacher absenteeism and attrition were identified:

- Temporary attrition or absenteeism, relates to the type of leave available:
  - illness,
  - maternity,
  - study leave,
  - compassionate leave,
- vacation,
- attending workshops or meetings,
- special leave

Teacher attrition or turnover:
- death,
- resignation,
- promotion,
- abscondment,
- medical boarding,
- discharge

When asked about the current level and working of decision-making it was agreed that the regional office Human Resource section deal with maternity leave applications and finding replacements for those teachers who are granted maternity leave. Schools are required to make their own arrangements for replacements for other forms of leave. Decisions regarding remuneration need to be considered by the School Board.

It was agreed that there does not appear to be uniformity across the regions. Some regional offices are able to pay the salary of relief teachers appointed when a person is absent for 30 days or more.

Also the issue regarding the qualification levels of teachers to be appointed as relief teachers differs across regions, with some regions accepting under or unqualified teachers while others insisting that relief teachers need to hold suitable teacher qualifications.

The group went on to make recommendations for the proposed relief teacher strategy, highlighting the management role by level and also the controls that would need to be built in. It was confirmed that given that ETSIP has identified the need for the development of the Relief Teacher Strategy funds should be made available as soon as the strategy is adopted.

<table>
<thead>
<tr>
<th>Currently</th>
<th>Ideally</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Head Office approves</strong></td>
<td>Regulation, Dedicated Budget (Supplementary)</td>
</tr>
<tr>
<td></td>
<td>(Ideally decentralize budget issues to School Board)</td>
</tr>
<tr>
<td><strong>Region recommends</strong></td>
<td>Budget (ad hoc) variable</td>
</tr>
<tr>
<td></td>
<td>Confirm Appointments</td>
</tr>
<tr>
<td></td>
<td>HR/Admin</td>
</tr>
<tr>
<td></td>
<td>Director Appoints</td>
</tr>
<tr>
<td><strong>Circuit/Inspectorate recommends</strong></td>
<td>Process school requests</td>
</tr>
<tr>
<td></td>
<td>Advises school</td>
</tr>
<tr>
<td></td>
<td>Makes recommendation to region</td>
</tr>
<tr>
<td><strong>Cluster</strong></td>
<td>Approve the use of budget by the School Board.</td>
</tr>
<tr>
<td><strong>School</strong></td>
<td>Database (subject specific) of retired/unemployed/potential relief teachers (pre approved per criteria)</td>
</tr>
<tr>
<td></td>
<td>The board draws from the dedicated budget (signed off by inspector?) using pre-approved relief teacher database.</td>
</tr>
</tbody>
</table>

Table 10 Recommendations for the proposed Relief Teacher Strategy
4.4 Proposed Management and Monitoring Indicators for a Relief Teacher System

The fourth commission was required to work on an indicator framework. It was agreed that the Relief Teacher System results and monitoring framework would need to link in with the ETSIP framework. The group proposed four key areas of indicators.

<table>
<thead>
<tr>
<th>Performance Indicators</th>
<th>HR indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>• teacher attrition rate</td>
<td>• Minimum training requirements defined</td>
</tr>
<tr>
<td>• teacher absenteeism rate</td>
<td>• Defined criteria for accessing the system (e.g. duration of absence)</td>
</tr>
<tr>
<td>• # of relief teachers employed</td>
<td>• Curriculum design for system requirements</td>
</tr>
<tr>
<td>• % budgetary allocation for relief system</td>
<td>• Multigrade / class teaching updated data etc…</td>
</tr>
<tr>
<td>etc…</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Innovation system</th>
</tr>
</thead>
<tbody>
<tr>
<td>• % budgetary allocation for research and development</td>
</tr>
<tr>
<td>• % budgetary allocation for training curriculum design etc…</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Infrastructure Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>• # of regional level focal points for consolidating school data on absenteeism</td>
</tr>
<tr>
<td>• # of regional monthly / quarterly reports</td>
</tr>
<tr>
<td>• Data available by school / cluster / region etc…</td>
</tr>
</tbody>
</table>

Table 11 Table with proposed indicators for the Relief Teacher Strategy

It was stressed by the group that in terms of the monitoring framework, functions need to be decentralized as far as possible. It was also noted that the existing EMIS should be strengthened to feed into the monitoring framework. The group proposed that reports are submitted bi-monthly or quarterly, and identified the following tools to support the M&E framework:

- leave forms,
- registers,
- permission forms,
- assumption of duty forms,
- transfer forms,
- medical board examination,
- discharge / termination notice

5. The role of School Clusters in providing relief teachers

A recent report on the use of clusters (RAISON, 2007) cites the critical role that school clusters could possibly play in the Relief Teacher Strategy. The following extract from this report (p 26) highlights two distinct benefits of using a cluster-based approach in the strategy:

High rates of HIV/AIDS among teachers have prompted concerns about the need for relief teaching, and ETSIP requires the MoE to develop a strategy to improve the deployment of relief teachers. Doubtless, several innovations and strengthened activities will be needed to achieve such an improvement, but clusters may contribute in at least two ways.

First, relief teaching could be arranged by and through Cluster Centres. For example, a school that needs a relief teacher could make its request to the Cluster Centre. Assuming that the CCP approves the request, he or she
could then arrange for a relief teacher to report to the school at short notice. This would require that the CCP be
given delegated authority to appoint relief teachers, and that each cluster would have a panel or list of people who
could be deployed for relief purposes. The main benefit of such a cluster based system is that relief teachers could
be made available much more rapidly than if requests for relief first have to go through Inspectors and/or Regional
Offices for approval and implementation.

Second, if the MoE appoints an additional teacher at each Cluster Centre, that person could function as a relief
teacher under certain circumstances. These might include instances when relief is required for short periods, and
the schools requiring relief are sufficiently close for the additional teacher to reach them easily. However, the
additional Cluster Centre-based teacher would only be useful if he or she was adequately equipped to provide
relief teaching or supervision. Thus and for example, a person trained as a Lower Primary teacher could offer relief
to Grades 1, 2 and 3 classes, but probably not for a Grade 12 Mathematics teacher.

6. References


2. Emma Hoogenhout Primary School, Second Trimester 2007: Summary of Teaching Staff Absentees submitted to Mr Nieuwoudt


7. Research articles posted to the web, including amongst others:

a. http://findarticles.com/p/articles/mi_qa3673/is_199701/ai_n8747732/print
e. http://findarticles.com/p/articles/mi_m0JSD/is_6_60/ai_102695686
i. http://www.indica.co.za/0_media/features/interviews/20010221_aSen_1.htm
j. http://www.iolhivaids.co.za/index.php/?SectionId=1591&fArticleId=3504266
m. www.csa.za.org/.../The%20impact%20of%20HIV/AIDS%20on%20the%20rights%20of%20the%20child%20to%20Education.doc
Additional Documents Reviewed:


2. Government Gazette, No 1181: No 198 Regulations under the Social Service Act, 1994 (Act 34 of 1994) (1 November 1995) (only part of the regulations)


10. Office of the Prime Minister: Internal memo: Public Service Staff Rule (PSSR) Compassionate leave (28 June 2006)

11. Part of Public Service Staff Rule (PSSR) Amendment Notice No 4 of 1997 – Leave provision

7. Regulations and Legislation that could Impact on the Proposed Relief Teacher Strategy

<p>| All public servants are required to sign an attendance register | “Attendance Register 22. (1) subject to subregulation (2), every staff member shall be required to personally record the time of his or her arrival at and departure from his or her place of work in an attendance register kept at such place of work. (2) The provisions of sub regulation (1) shall not apply to (a) any class of staff members exempted from the provisions by the Prime Minister; and (b) a staff member the nature of whose services in the opinion of the permanent secretary concerned, renders the keeping of a record of his or her attendance impracticable or undesirable, but such staff member shall comply with any other measures which may be introduced by the permanent secretary for the purpose of controlling observance of the official hours of attendance |
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<table>
<thead>
<tr>
<th>Section 22 under Regulations under the Public Service Act, 1995 (Act 13 of 1995)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Application for compassionate leave for death and serious illness in family</strong> – needs to be supported by affidavit or certificate</td>
</tr>
<tr>
<td>&quot;When the leave is utilized for purpose of death in the family the staff member must make or take an affidavit, affirmation or solemn or attested declaration stating the reason for the leave and in the case of a serious illness in the family the application must be supported by a certificate from a medical practitioner indicating how the presence of the staff member is essential&quot;</td>
</tr>
<tr>
<td>PSSR D.I.VI – Compassionate Leave (OPM) 28 June 2006</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Confirmation of resumption of duty required on return of maternity or sick leave – taken with benefits</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>When benefits are claimed for sick leave or maternity leave – the employee is required to provide written confirmation of resumption of duty (Form 15)</td>
</tr>
<tr>
<td>Regulations under the Social Security Act, 1994 1 November 1995</td>
</tr>
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<table>
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<tr>
<th><strong>Hours of attendance and notification of absence</strong></th>
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</thead>
<tbody>
<tr>
<td>&quot;2.11 Official hours of Attendance (Section 25 (1)(d) of Act 13 of 1995 and Regulation 20)</td>
</tr>
<tr>
<td>(a) Staff members shall at all times during their official hours of attendance be present for duty at their place of work and give their full attention to the duties entrusted to them.</td>
</tr>
<tr>
<td>(b) Staff members shall not, without the consent of their supervisor or the head of the organization, be absent from their place of work during their official hours of attendance.</td>
</tr>
<tr>
<td>PSSR E.X. part II: Public Service Code of Conduct (OPM) 19 April 2000</td>
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<tr>
<th><strong>Accommodation of Supervisory teachers</strong></th>
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</thead>
<tbody>
<tr>
<td>&quot;Section 39 Supervisory teacher or person</td>
</tr>
<tr>
<td>(9) If a supervisory teacher or person is granted leave other than sick leave for a period longer than 30 days, he or she, with the written permission of the Permanent Secretary, may retain the position of supervisory teacher or person and continue lodging and boarding with his family in the official accommodation, but if such leave is for a period longer than one school term he and his family must vacate the official accommodation.</td>
</tr>
<tr>
<td>(10) If a supervisory teacher or person is granted sick leave in terms of the Public Service Act, for a period exceeding two months, he or she, with the written permission of the Permanent Secretary may continue lodging and boarding with his or her family in the official accommodation for such period as the Permanent Secretary may determine.</td>
</tr>
<tr>
<td>Commencement of the Education Act, 2001 (Act No 16 of 2001) 28 October 2002</td>
</tr>
</tbody>
</table>

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<tr>
<th><strong>Benefits: maternity leave, Sick leave, Death benefit fund</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>The Social Security act makes allowance for maternity and sick leave as well as death benefits for all employers registered with the Commission.</td>
</tr>
<tr>
<td>Social Security Act, Act 34 of 1994 6 December 1994</td>
</tr>
</tbody>
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