

Promoting Teacher Retention in the Republic of the Congo: Case Study of Primary Schools

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ABSTRACT

Teacher retention is a recurrent challenge, acutely observed in the primary schools sector of the Republic of the Congo. The goal of this study was to explore root factors traceable to teacher attrition in the context of the educative industry of the Republic of the Congo, and establish eventual new approaches to primary schools teachers' retention. Findings were generated through a multi-case approach, constituted of thirty participants, purposefully selected within their natural settings namely: the Brazzaville biggest primary schools teacher training college, the three primary school districts and the department of teaching staff planning and management of the ministry of primary, secondary education and literacy. Data were collected via individual and focus groups semi-structured interviews. Research findings suggest that majority of teachers come accidentally into the teaching industry, and all of them are into the primary education sector for having failed to pass the entry test to secondary education teacher training college. The findings also point out intrinsic factors as primarily essential to teacher turnover and attrition, and government has no provision for regulating teacher retention in all departments of education; however, the ongoing approach of "teacher recruitment policy and continuous in-service training" used as an alternative to teacher retention has proved to be ineffective. The study key recommendations are that the government should raise a monitoring, assessment and evaluation policy to promote education in the primary schools sector as an important job for society and systematically regulate measures to teacher retention.

Keywords: Teacher attrition & retention; Primary schools; Teacher shortage; Teaching industry; Teaching profession; Republic of the Congo.

INTRODUCTION

The education industry is increasingly struggling with the challenge of teacher retention. This matter is far from being peculiar to a certain place, a city or a nation. The issue of teacher retention affects both developed and under developed countries. There is a consensus that teachers matter, but finding and retaining quality teachers are constant challenges for schools in every part of the globe (Torres, 2011), likewise, the Republic of the Congo is not free from this experience.

In fact, an increasing number of teachers are disinterested in pursuing this profession, despite the costs incurred in qualifying for it. According to the report unleashed by the 2015 UNICEF (United Nations International Children's Emergency Fund) survey, on the state of the teaching staff management in the nation; out of

a total population of 5,261 million, with a literacy rate of 80, 91% (World Bank, 2017); the total number of active teachers from primary to secondary education is of 23,853 and the estimated teaching staff needed in the territory wide is of 48,853; which means , the rate of teacher shortage in the nation, being around 25,000; is very considerable(Danfa, & Itoua, 2015). However, in the context of the Republic of the Congo, the highest amount of shortage is observed in primary schools.

The aim of this study was to explore root factors traceable to teacher attrition, with a case study of primary schools, and establish eventual new approaches to retaining teachers in the primary schools sector of the Republic of the Congo. The study also sought to raise the educational leaders' perceptions on the strengths and weaknesses of the ongoing key approaches in managing teacher retention. Before proceeding

forward with the presentation of empirical findings, the researcher will lay down a review of the literature and research questions, guiding the study.

LITERATURE REVIEW

In many countries, teachers leave the classroom to seek other careers within and outside the field of education, resulting in the loss of experienced teachers (Johnson, et al., 2005). According to the studies of Hayes, Henke, Chen and Geis (cited by Torres S. Aubrey 2011), in the United States and England for instance, between 18 and 20% of new teachers leave within the first three years and particularly in the United States, 40 to 50% of teachers leave by the first five years (Ingersoll, 2003); likewise, a survey conducted in the secondary education of the Francophone Belgium shows that four teachers upon ten quitted the teaching profession in the first five years of their career (Vandenberghe, 2000). A recent analysis carried out by Letourneau (2014) unveils the average teachers' attrition rate in Canada, which varies between 25% and 30% after the first year and goes up to 50% after five years; and according to Schaefer's recent study, Long and Clandinin (2012), cited by (Kamanzi, et al., 2017), the situation is more or less similar in Alberta: about 40% of young teachers leave their profession in the first five years of their careers. However, in South Africa, up to twenty thousand teachers leave the profession every year, while the country only produces 8000 teachers annually (Mampane, 2012). As for the Sub-Saharan Africa, it is disturbing to note that each year thousands of new teachers enter the profession, only to leave it a few years later. Sadly, the lowest literacy rates are observed in this region, comprising the adult literacy rate ranges from 26% in Mali to 93% in Equatorial Guinea, according to the UNESCO institute for statistics (UIS 2011c), cited by (Pitsoe, V. and Machaisa, P., 2012).

In fact, the 25/95 school law of November 17, 1995, which ruled the reorganization of the Congolese education system, stipulates in its first article that "every person has the right to an education. All education is placed under the supervision and pedagogical control of the government, which ensures equal access to learning opportunities and facilities, public free and education is basic education compulsory". As we do know working conditions are vital predictors of both student performances and teacher retention; in the Republic of the Congo, there is a great disparity between the working and teaching conditions in primary schools, comparing to secondary education. Without any doubt, these poor working conditions contributed a lot to the discredit of the noblesse of teaching profession in the society and especially in primary schools.

In the Republic of the Congo, the primary schools studying population amounts to 529,679 pupils versus teaching personnel of 15,852 teachers (UNICEF 2015 report);as we can see, the gap is so much, revealing an increasing need of active teachers; due to the highest rate of shortage, comparing to secondary education. According to the same survey, the amount of job dissatisfaction among Congolese schools teachers is so high in general and particularly higher in primary schools; and approximately 75% of teachers developed rapidly these symptoms, when they intentionally want to leave the teaching industry. Among others:

- low motivation;
- non-compliance to school rules and regulations;
- no care of delay;
- absenteeism:
- poor performance;
- low commitment and participation to school activities and life;
- resignation;

In the Republic of the Congo, a teacher who enrolled in the teaching industry is bound by the ten year commitment called ''decennial commitment'', before he or she can decide to change the professional sector. Despite the decennial commitment policy instituted by government, the rate of teacher shortage keeps increasing every year, while its effects are quite balanced and a bit manageable in the secondary education, it is very catastrophic in primary schools.

It appears that the government which is the main source of funding for education, devotes about 2% of its GDP (Gross Domestic Product) to the functioning of education in general; the portion of primary education amounts to 0.4% of the global education budget in 2007, according to the RESEN (report on the state of the national educative system) report simulation model (World Bank, 2009). But the government is majorly limited in terms of the policy of recruitment of teaching staff in order to thwart

the challenge of teachers' shortage; but due to the various economic downturns in the country, the recruitment policy is no longer being held perennially and the teachers' shortage keeps increasing on yearly basis sector (Ministry of Primary and Secondary Education, 2002).

Actually, recruiting and hiring teachers is a time consuming and expensive process; when schools are forced to engage time and energy to recruiting and preparing newly hired teachers, their overall effectiveness decline (Rosenholtz, 1985), cited by (Quartz, et al., 2005).

Moreover the scope of this study reframes teachers' attrition and retention as two different interrelated themes. In fact the reality of high attrition rates for teachers must involve intense strategies for their retention.

Although teacher retention is not a strange phenomenon in the Republic of the Congo and its need is gaining more ground over the years, it seems to us that few major attentions have been given to this issue so far, in the educational research world of the Republic of the Congo.

However, studies conducted by Dorrier and Joncheray (2010) titled "Education in crisis in Congo-Brazzaville: Southern what engagement of the State?", it emphasizes on the need to overcome the agonizing state of education' system in rural areas and small towns by improving teachers working conditions and undermining the political motivations in the quest of performing in that line. As for the PhD theses defended by Yombo Paul Diabouga (2014),Impact of new teacher recruitment policies on the development of education systems in sub-Saharan Africa: the case of Burkina Faso, Congo and Senegal, and Boukou Jean Claude (2017), Professional identities of teachers: situational Analysis and Comparative studies between the Congo-Brazzaville and Congo-Kinshasa; insist on the development of education' systems of the concerned nations, by bettering the working conditions in the educative industry, sustaining strong effective policies to funding the teaching industry and recruiting and hiring new teachers in order to balance the supply and demand in teaching personnel.

Therefore, based on the particularity of this study as detailed above, the researcher believes that this article will bring more light to all chartered professionals in the sphere of decision making, including leaders in government, in the education industry of the nation, and policy makers.

RESEARCH QUESTION

A school institution is an organizational structure meant to develop a learner to literacy and numeracy; improving his social skills and critical thinking. In recent years, an increasing number of studies have been undertaken in consonance with the topic of teacher attrition and retention.

However, this study sought to answer the research question in two following manners: what are the root factors traceable to high teacher turnover rates in the primary schools of the Republic of the Congo and how to thwart them by promoting teacher retention? In particular, this study sought to understand the deep factors that have to do with the phenomenon of non-retention of teachers and identify the most effective measures to address the shortage and increase the retention of teachers, especially in primary schools.

METHODOLOGY

According to the social research methods 'Sage dictionary' a methodology is defined as 'a philosophical stance of worldview that underlines and informs a style of research'.

Referring to the research aim of this study, that was to explore root factors traceable to teacher attrition in the context of primary schools of the education industry of the Republic of the Congo, and establish eventual new approaches to primary schools teachers' retention and also raise the educational leaders' perceptions on the strengths and weaknesses of the ongoing key approaches in managing teacher retention; the researcher found it necessary to investigate the opinions and perceptions of the society towards factors of disregard to teaching profession and eventually raise effective approaches strategies to retaining teachers. Therefore, a qualitative approach was followed, using semistructured interviews as a main source for data collection and reflection.

This design was meant to understand the social phenomena from the participants' perspectives in their natural settings (Mcmillan, Schumacher, 2006). It also enabled the researcher, to be the primary instrument for data collection and analysis(Conrad, & Serlin, 2006). Specifically, a descriptive multi case study approach was used, involving an intensive inquiry into instances of a phenomenon and seeking to understand it from the perspectives of insiders, including the researcher and the respondents (Gall, et al, 2009). Such understanding is not sought as an end in itself, but as means for addressing critical problems and improving practices (Mafora, 2013). The choice of the case study approach allowed the researcher to explore in depth individuals perceptions towards primary education of the teaching profession within the scope of time. (Creswell, 2009)

Brazzaville, the capital city of the Republic of Congo has an overall total of two hundred and twenty two primary public schools which are directly under the control and management of the government (Ministry of Primary, Secondary Education and Literacy data), and it also shelters the biggest primary schools training college of the country. The primary schools are grouped in three main districts namely Brazzaville-south district, Brazzaville-downtown and Brazzaville-North district.

The sample included ten student-teachers of the primary schools training college mentioned above, extended to nine working teachers of the three primary school districts upon three from each district and five cadres of the department of teaching staff planning management of the ministry of primary, secondary education and literacy.

This sampling was purposefully selected in regard of the research aim. The essence of the ten selected primary schools student-teachers of the training college was to establish a bridge between the society and the teaching profession. It was believed that those teachers to be, are not yet practically engaged in the teaching industry and at that level they can still go astray of the teaching profession once another chance comes up and their perceptions are typically reflective of the commonalities of the society. However, the researcher also went through the background information of all primary schools teachers from the district offices and nine were randomly selected among majority who newly entered the teaching industry with maximum working experience of two to five years. The stakes of this random selection as well, were to keep up with the spirit of the research aim and it was still believed that the day to day societal opinions are much influential, particularly towards to the teaching profession beginners and all of them had virtually comparable experience. These groups of interview participants were not intended to be representative of the whole teaching industry.

Another set of sampling comprised of five educational leaders from the department of

planning of the ministry of education as earlier stated.

To this end, data were collected through a separate session of two sixty to ninety minutes semi-structured focus group interviews for student-teachers and teacher-beginners due to the unavailability of physical reach, about forty to fifty minutes interview with each of the five officials of ministry of Education via a videocall of Skype and Whatsapp social media platform. In fact, conducting interview was deemed essentially necessary and particularly appropriate for addressing research questions; and the duration was considered adequate as indepth responses that covered all the research questions were given to the point of saturation and repetition, well within the stipulated time for interviews (Mafora, 2013).

However, following the perspective of qualitative methodological design, which data analysis is inductively building from particulars to general themes, and the researcher making interpretations of the meaning thereof (Creswell, 2009); an inductive approach was therefore observed in the manual analysis of data. And themes and categories were generated from the analysis of the transcripts and given names from the actual terms used by participants (Bajpai, 2017).

The credibility of the study was assured and specifically, the researcher engaged in-depth semi-structured interviews to collect data over a long period of time and by so doing, the latter gained more insight in the contextual life of the participants within their settings. Thus, an array of measures was also observed still in regard to the accuracy and credibility of findings; among others:

- the case study protocol and interview schedule were based and guided on themes derived from extant literature on teacher retention (Merriam, 1998);
- Personal perspectives were not brought into the process of data collection and analysis;
- Prior to finalizing findings, the tentative interpretation of data was referred to focus group respondents, to clarify uncertainties and verify accuracy and plausibility of findings (Saunders, M. et al., 2009).
- Data from the various focus groups were interpreted in comparison with the information contained in the existing empirical literature, as above disseminated (Creswell, 2009).

Sequel to the essentials of research ethics, the researcher sought an approval from the national institute of research and pedagogical actions of the Republic of the Congo, before conducting the study; and in the course of the research, the researcher sensitized participants on the purpose and impartiality of the study. They were reassured of their privacies and their various responses were not to be used to any other ends than the goal of the study. Accordingly, majority of them participated excitedly to series of interviews and accepted their answers to be recorded; thereby, observing and effecting the ethical considerations of the research.

FINDINGS AND DISCUSSION

Sequel to data analysis and interpretation, the following theme areas were generated for the purpose of presenting findings and flowing with the discussion; namely: motivational factors of joining the teaching industry, motivational factors of staying in the primary schools teaching industry, and approaches to teacher retention and development in primary schools.

Motivational Aspects of Joining the Teaching Industry

Twelve of the respondents portrayed their key motivational aspects for joining the teaching profession, pointing out the lack of available other employments when they were entering the labor market, after their university graduation. The main identical utterance recorded from all of them stated the following:

As you do know the condition of our nation and especially in Brazzaville the capital city, the main and only big employer is the public service and the private sector is poorly represented in the labor market. I searched a job everywhere, to finally turn out to the public administration; but as every Congolese, we all know the key recruiting sectors in the civil service are the teaching and military industries. As for me, I preferred the teaching industry; and failure to pass the entry test to the secondary schools teacher training college, I opted for the primary schools career. As a matter of fact, I did not join the teaching profession intention or vocation based; that's why, any chance that comes along the way for another job, I will not hesitate to rush in and I wish that as soon as possible.

However, five respondents evoked of having followed willingly the orientation to the teaching industry from their educational background. For their cases, they did not wander to job application here and there, before coming into to the teaching profession. They chose to become teachers, but failure to pass the entry test to the secondary schools teacher training college, while being successful to that of the primary schools training college, kept them in the primary schools teaching industry; meanwhile, they had in view to leave as soon as possible due to poorer working conditions in primary schools. In fact, one of them answered:

As a real Congolese, knowing properly the state of the nation, to which, getting into the labor market is a scarce commodity, and being fully aware of the stakes of the society in which teaching profession is the only, if not, among the few of an easy access, I already decided to orient myself to becoming a teacher; though I was conscious of the jeopardy of facing up severe poorer working conditions as a primary school teacher. That's why; I have the intention to leave as soon as an opportunity comes my way and I'm eagerly made up to such a plan.

And two respondents strongly believed that the profession of teaching was their vocation and having said that, they intentionally came into the teaching industry with a willing heart to the serve the country and the society as educationists. And for the sake of upgrading and advancing their career, they were willing to quit the primary education sector to the higher. But due to the discredit of this particular sector of education in the society and upon all, worse teaching conditions, they planned to quit as earlier as possible and take further studies in order to move to secondary education sector.

The researcher virtually recorded the same ideas in their talks and both of them said:

I like the teacher's job, but in the same time, I should be realistic and futuristic about my daily social life and position, my earnings and strive for a better life. It is not easy to stand in this society with a job of a mere primary school teacher; that's why I will not stay longer than the necessary in this duty, I need to take further studies, improve my career and upgrade my esteem in the society.

This analysis reveals that majority of teachers came into the teaching industry for non-availability of others jobs and all of them are into the primary education sector for having failed to pass the entry test to secondary education teacher training college.

Motivational Factors to Staying in the Primary Schools Teaching Industry

All respondents depicted the absence of motivational factors to stay longer in the primary education sector; instead, they lamented of an array counter-factors describing their low motivation in exercising the profession as primary schools teachers. A common sentiment that was expressed is reflected in the following statement:

It is really paradoxical to exercise a noble profession being undermined in the public opinion of the society. We feel and experience the underestimation as a primary school teacher; and the reality of what we experience in the practical teaching field like our low financial capacity, poorer working conditions, poor career development plans, old and damaged facilities, and so many others, do not enhance our goodwill and motivation to stay longer in the profession; instead, it goes lower day in and day out.

Thus, underpaid teachers are typically underprepared and not supportive as they confront lower levels of resources, poorer working conditions (Krasnoff, 2014). And in the case of the Republic of the Congo, as it shows from both the former and this present analysis, several factors affect the job satisfaction of teachers and the latter happens to be the key, open and famous teacher turnover cause.

In fact, job satisfaction is associated with intrinsic and extrinsic factors. The former emanate from the teacher and are related to his individual characteristics as well as the feelings of accomplishment and performance he may experience. The latter are characterized by a set of elements related to the organization and, more broadly, to the system, such as salary or possible promotions (Lawler & Porter, 1997).

However, the analysis suggests that participants try to point out intrinsic factors as primarily essential to teacher turnover and attrition; such as personal worth, esteem, pride and reputation being affected in the society, because of choosing to be primary schools teachers; whereas the others extrinsic, even well-known factors come as secondary. But, above all, both intrinsic and extrinsic factors are definitely interrelated determinants to teacher turnover and attrition.

Approaches to Teacher Retention and Development in Primary Schools

The five officials of the Ministry of Education were involved in this area of the study. They all

responded that there was not any particular policy or procedural guidelines from their office to fix the issue of retention of teachers. They recognized the fatality of the challenge of attrition and how much it is shaking down the teaching industry of the Republic of the Congo, especially in the primary education sector where the effects are greatly damaging and devastating. But they indicated how much the government is concerned about this issue and the different approaches they are observing, as they uttered in the following remarks:

Though our primary education sector is heavily scourged by the issue of attrition, but we are trying our best with the goodwill of our leader in this department, the minister of primary, secondary education and literacy, as well as the entire government, to come across of this problem. At this point, we set up a lot of measures in order to counter the shortage caused by the turnover of teachers. As you do not ignore the reality of our Nation, with the down fall in oil prices, the economy of our country being oil based, is largely affected, so the government budget can no longer bear the financial burden of permanent recruitment of teachers. So in order to overcome the disaster of the severe shortage due to high rates of attrition of primary school teachers, we try to recruit temporary teachers to whom we allocate a special incentive pay, as we keep waiting for the economic situation of the country to stabilize, then we will proceed to general massive recruitment of both teachers graduated from training colleges and temporary teachers.

Respondents stated clearly on the ongoing approaches government goes about, to fix the strong need for teacher retention in our various primary schools system. They all indicated the approach of recruiting more teachers. And failure to integrate directly trained teachers, coming from teacher training colleges, due to the high cost of financial burden, the government took an alternative measure by recruiting volunteer teachers in expectation to integrate them in the civil service later. Two of them also exclaimed on the efficacy of this palliative measure, they said the following:

Sometimes, even this alternative measure does not always work. It comes to pass that when these volunteer teachers fail to wait for so long time without being integrated in the civil service; they resign, making us to feel the various shortages in a worse state.

All participants agree of the measure of allocating multi-grades classrooms to teachers, particularly in the primary schools of suburban and rural or remote areas where the shortage of teacher is even very catastrophic.

However, in such circumstances and for the sake of raising the sense of effectiveness, inspectors are delegated to conduct some teacher development programs in terms of training workshops, seminaries in order to coach and mentor both trained and volunteer teachers on the level of efficiency in the work; but a special attention is given to volunteer teachers. They majorly indicated the necessity of professional development by the following:

In reference to the ongoing challenges of our educational system, particularly in the primary education sector of the teaching industry, where we have considerable cases of multi-grades teaching classrooms, volunteer teachers, poorer working and teaching conditions; we place more value to teacher development programs in order to raise the efficaciousness of teachers. But, due to the economic challenges we are undergoing in the Nation as every Congolese does know, we fail to do that continuously for lack of financial support.

In the light of the above, remarks from participants show that the ongoing alternative key approach to teacher retention, hangs around the recruitment policy and continuous in-service training programs. In order to retain primary schools teachers, government intends to recruit more teachers both trained, qualified and volunteers and offers continuous training for their development in the profession. Considering the staff replacement costs in terms recruitment. induction. continuous professional development and loss productivity (Mackay, 2007); and being fully aware that the problem of shortage is not recruitment, neither retirement, but resignation and attrition; it is therefore inefficient for government as an employer to settle mostly on teacher recruitment and shift focus from approaches that enhance the promotion of teacher retention. The analysis suggests that educational leaders and policymakers should develop policies that stem attrition through better preparation, assignment, working conditions, mentor, support and incentives (Darling-Hammond, 2010); all of which contributes toward the promotion of teacher retention.

Unfortunately, provision for regulating teacher retention is not made in any department of education regulation or policy. The inherent limitation of this state of affairs can be inferred from the view that teacher retention is a problem which requires policy initiatives that should address, among others, teacher recruitment, continuous professional development. cultures and conditions of schools, the rewards and incentives of teaching, and teacher career paths. Cochran-Smith, 2004 cited by (Mafora, 2013). So, taking into account all these factors, will highly be helpful in fostering teacher retention and so motivational for primary schools both pre-service and teacher beginners, to understand and embrace the resilience process in dealing with their duty in the teaching industry.

CONCLUSION

Teacher attrition and retention are among the key available topics in a widespread of literature review related to teacher education. And without any doubt, they constitute two different closely and interconnected issues greatly looked upon in this area.

The present article was aimed to explore root factors traceable to teacher attrition in the context of the education industry of the Republic of the Congo, with a case study of primary schools, and establish eventual new approaches to teachers' retention and also raise the educational leaders' perceptions on the strengths and weaknesses of the ongoing key approaches in managing teacher retention.

It is evident from the findings that the discredit is enormous towards the teaching profession at the primary education sector of the Republic of the Congo; in fact, being a primary school teacher is regarded in the society as a job of a low capacity and thereby less worthy. This perception is enforced and worsened by others general attrition factors like poorer working and teaching conditions and many more as mentioned in this study. As a result, many primary schools pre-service and novice teachers would integrate the teaching industry with an attrition drive at the back of their mind.

It is also noted from the findings, that government in general and officials from the Ministry of primary, Secondary Education and Literacy in particular, focus more on the policy of teacher recruitment in order to come across of various noticeable shortages in the primary schools, surely, caused by considerable turnover

rates in this very sector. But, we also understand from this study that, the ongoing approach has proved to be ineffective, and teachers are not maintained longer than necessary in the primary education sector; whereas the department of Education really needs contingent new approaches to promote teacher retention in primary schools.

However, in the light of the above, and without also undermining the need to recruit more teachers, the government should set up the order of priorities to minimize the cost of financial liabilities in the midst of the ongoing economic challenges the Nation is facing up, as we saw from this study; renewal of staff via recruitment is a heavy burden for the budget of the country.

The government should therefore consider multifaceted job satisfactory approaches to promote teacher retention in the teaching industry and particularly in primary education; and among others:

- A guidance-oriented approach that is, putting in place a concerted action between the school team and its partners in which objectives are set and services (individual and collective), tools and pedagogical activities, implemented, in order to guide student-teachers in their identity planning and development. In the same line, more effective counseling of student-teachers prior to and upon entering teacher education career is essential in reducing the rate at which new teachers abandon the profession (De Stercke, et al., 2015);
- Putting in place effective mechanisms to counteract the devaluation of the teaching profession in the primary education sector, by developing better working and teaching conditions:
- Engaging all the stakeholders of the education' system (institutes, school boards, universities, teachers' unions) to regularly promote education in the primary schools sector, as an important job for society;
- Promoting awareness-raising campaigns through the teaching industry stakeholders, aimed at upgrading the worth and dignity of the teaching profession and a better integration of primary school teachers;
- Raising a monitoring, assessment and evaluation policy to promote and regulate systematically measures to teacher retention in the primary school sectors;

 Reforming the primary schools teacher education training college in order to train student-teachers in a framework that promotes and develops continuous professional development.

Based on this study and figuring out to the structure of the education' system of the nation, a need for studies is obvious on assessing the oversight procedural guidelines to primary schools job satisfaction in the Republic of the Congo.

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