

## Contractual recruitment of public sector teachers: a proposal for an international comparative analysis of the methods adopted.

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**Conflict of interest:** The author reports no conflict of interest.

**To quote this article:** ZINE EL ABIDINE Miryem (2025) «

Contractual recruitment of public sector teachers: a proposal for an international comparative analysis of the methods adopted »,

**IJAME : Volume 02, N° 18 | Pp: 001 – 026.**



DOI : 10.5281/zenodo.18183393

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## **Abstract**

New recruitment methods based on contractualisation and regionalisation of resources have intensified and appear to be growing everywhere. This is a potentially explosive phenomenon which, depending on the national context, responds to specific objectives: meeting the urgent need for managers to establish a link between the results obtained and the human and financial resources committed, ensuring the demand for the development of education systems, addressing teacher shortages, or reducing class sizes by recruiting additional teachers.

Based on a comparative study, this work aims to contribute to a systematic assessment of the recruitment situation in Morocco in relation to certain countries through the use of benchmarking tools, with the aim of identifying its strengths and areas for improvement, and leading to clear and relevant recommendations on best management practices to be used in human resource management in this sector.

**Keywords:** recruitment process; benchmarking; contractualisation; job security; teachers.

## **INTRODUCTION**

Unquestionably, throughout the world, as a regulatory mechanism and a particular management method, contractualization is majestically imposing itself on the agenda of many countries that are pursuing a reform of their systems aimed at obtaining greater efficiency or better results in the use of available resources.

The contractual recruitment of teachers in Morocco is an educational policy implemented from 2016 by the Ministry of National Education, as part of the reform of the public service and the decentralization of the education system and adjusted since 2024 by regional recruitment.

At the international level, appointments vary from one country to another; they are sometimes referred to as non-civil servant teachers, staff of regional academies, contract teachers, contract academies, education volunteers, contractual, para-teachers, non-formal teachers: all however evoke the fully assumed phenomenon of the advent of a new status of public action in the education sector. (**Rousseau, 2000**).

This new working relationship, more flexible, more dynamic (**Bessy, 2007**) can be defined as the predominance of contractual logic over statutory logic in the development and implementation of employment and work rules. A managerial innovation and personalization process that concerns all types of public actions subject to the rule of reciprocal commitments. Our objective is to study the determinants of the emergence of this management model, the variables of similarities and divergences that are analyzed across different countries. The comparative study of choices made in different systems can enrich the perspectives of education managers on how to overcome their funding and management difficulties which are constantly decreasing by exploring the arguments and evidence of its points strong and stakes. (**Pochard, 2009**).

We are talking here about recruitment; according to (**LETHIELLEUX, 2020**) it is one of the essential tasks of the human resources management function (a relationship that creates reciprocal rights and obligations between the two parties and offers the employer the possibility of indexing the worker's remuneration on his productivity observed, particularly at the time of contract renewal, on the level of effort provided. In this perspective, the time variable or the duration of the contract plays a decisive role, since it will be renewed for those who demonstrate satisfactory productivity and less absenteeism. (**Berthet, T. & Conter, B. (2011)**).

The recruitment of contract teachers is sometimes accompanied by a process of decentralization of responsibilities for human and financial resource management, which gives the decentralised authorities of the education system greater autonomy in recruiting teachers (**Fyfe, 2007**).

This research focuses on a very important topic regarding changes in the employment relationship of public teaching staff, which fills the gap in the literature and answers the following research questions: What are the reasons for the emergence and the conditions under which non-public servant teachers were recruited, are they similar in developed countries as well as in developing countries?.

Thus, we are witnessing the emergence of teachers with little training (initial training), low salaries (compared to their colleagues), and fixed-term contracts with the State.

The recruitment of contract teachers is sometimes accompanied by a process of decentralizing human and financial resource management responsibilities, which gives decentralized authorities in the education system greater autonomy in the recruitment of teachers (Dembélé, 2018)

## **1-Theoretical Background**

A new approach marks policymakers the passage from the economics of contract to a realistic theory of interpretation taking into consideration the general spirit of the clauses and the concretization of the common will of the parties to impose the rules of the game in an institutional environment in a contractual operation and to enlighten the choices of certain economic decision-makers.

Among its virtues, is the calamitous search for flexibility, adaptability, and continuous suppleness in the face of an agile environment in permanent composition which cannot consider organizations as eternal, and can no longer commit itself to life-long or even long-term employment at a time when the absence of measurable, effective, and satisfactory results remains the main criticism... (A. MULLENBACH, (2009),)

The word contract comes from the word contractualisation. It originates in the Latin word "contracts", which means a commitment of persons. If the notion of contract and its interactions with the different spheres of everyday life, in this case in organizations, has been the subject of much research on its representations and modes of operation, in the field of public employment few studies on its effects have been made.

### **1-1 The different theories that address the subject**

To better understand this topic, we have used a theoretical framework that places contractualisation at the heart of epistemological concerns. Reflections on this concept crystallise it within the theory, which is entirely devoted to research in this field, both in terms of its subject matter and the chronological stages of its development. Thus, the 'theories' that

are particularly devoted to exploring this notion are Agency Theory (AT) (see Holmstrom, 1979], Grossman & Hart [1983], Arrow [1985], Hart & Holmstrom [1987]) and Transaction Cost Theory (TCT) (Williamson [1975 & 1985]), which are both theories of organizations), the theory of new public management which questions all the new methods likely to improve efficiency in public action and for its introduction of the contractualization mechanism in the public sector, even if each theory approaches and develops different but complementary visions and interpretations.

There is also the Psychological Contract as a theory that studies the interactions between the individual and the organization in an employment relationship and analyses the individual perceptions about the existing obligations between the agent and his employer ( (Guerrero, 2005). To deal with its tacit and psychological elements, which cannot be presented in a long-term employment relationship.

For this purpose, Rousseau created a measurement tool of seven typical employer obligations, which included the themes of training, remuneration, labor relations, fair treatment, and job security. (Rousseau D. T., 1998) Other factors may have emerged, such as involvement or integration into the life of the organization (Porter et al. 1998). With this instrument, only the employer's obligations are measured and considered relevant.

These theories also allow us to understand how the contract modifies the behavior of the agents of an organization and seals the multiple interrelations between the actors of the result sector.

### **1.2- The contribution of these theories to a new management approach**

The theoretical finding of this study is the rise of approaches based on contractual relationships, where the literature has allowed us to identify the significance of a contractual employment relationship as a potential source of structuring the relationship by reducing risks and uncertainties.

The psychological contract has made it possible to perceive the exchange relationships that exist between agents and organisations, to understand and analyse teachers' perceptions during this exchange, which is established and evolves over time, and to demonstrate the implicit agreements that remain in the professional environment.

Borrowing from contractual theories, and in particular from agency, stakeholder and transaction cost theories, makes it possible to understand the importance of the contract as a governance mechanism. The management of national education is carried out through a chain that includes the actors directly involved in the management of the organisation and a set of other actors to whom the organisation is accountable.

Starting at the top of the pyramid, this chain includes the minister, the director of the academy, the director of the prefecture, the head of the establishment and the contract teacher, all of whom are directly involved in management and linked by a “hierarchical” relationship. They make their decisions taking into account (the limited rationality and opportunism of the agents) as well as the involvement of other parties (recommendations from national and international bodies (Higher Council for Education and Training, users, local authorities, parents' associations, etc.).

A modern management system involving a wide variety of actors, each playing different roles, with divergent interests, and distinct obligations set out in the contract [the contract teacher is required to provide teaching services for a fixed period, and the Ministry of Education, through the AREF (Regional Academy of Education and Training), is required to achieve certain quality and quantity objectives and to address difficulties that centralised planning was unable to resolve without contractualisation]. The resulting interactions need to be codified. This confrontation will lead the protagonists to negotiate in order to find the necessary agreements for action: the contract is the element that seals this agreement and gives it logical force.

Current literature almost exclusively considers contractualisation from this perspective of independence. There are many advantages to this type of contractual arrangement:

- 1- The determination to define the most efficient form of organisation given the context, particularly in terms of information.
- 2- The desire to go beyond the real limits and boundaries of the neoclassical approach.
- 3- The decision to move away from the routine system towards an evolutionary approach and good governance ‘of work’ and ‘on work’.

While transaction theory has provided an explanation for the reasons behind the choice of this type of organisational arrangement and has helped to understand the orientation of the actors and the incentives for contractualisation.

The latest NPM theory adopts, frames and contextualises the entire concept, since it is now impossible to discuss contract recruitment in the public sector without considering the policies pursued in terms of “new public management”, which now has a significant influence and is becoming increasingly “managerialised”.

Both claim to move from change/stability to creativity/flexibility, from mechanical to organic management, from respect for processes to the achievement of results, and from careerism to contractualisation.

## **2. Method**

According to balm 1994 the Buchmarking is a continuous action of comparing a process produced in the service with an activity deemed to be the best in order to set ambitious and realistic objectives or prospects for improvement it has been used in a transversal manner throughout the analysis drawn from developed countries such as France and Canada and those of high-income countries or also in developing countries, notably Senegal and Niger, or the era of contracting the ravages.

For each of these 4 systems, we start with a clarification on the different components of top management which often involve quantitative and qualitative data, then we propose a comparative analysis for specific elements.

The variables of the comparative study on which we based ourselves are; the percentage of contract teachers, the type of recruitment, the recruitment time, remuneration, initial training, characteristics of teachers

### **2-1-Comparatives analyze**

For each of these systems, we start with a brief commentary on the different top management systems and then provide a comparative analysis for specific topics.

### **2-2- benchmarking; is a tool for comparison in developed countries.**

It is in this sense that in the European Union countries, the operationalization of the contractualization of public service systems takes many paths that we can group as follows

- 1- The introduction of contracts governed by labor law in the legal relationship of public service,
- 2 - The introduction of organizational and human resource management instruments used in the private sector which favor a vision based on a functional classification of work and a greater individualization of the employment relationship. (Bouckaert, 1999)

Table 1 shows the percentage of statutory and contractual recruitment in some European countries where most public employees have been subject to a contractualization process.

**Table 1: Statutory/contractual ratios in selected European countries.**

Country	Statutory/contractual ratios	Number of public officials	Recruitment method
Spain	53/47	2.5 million public employees	A competitive recruitment system and a selection committee
Allemagne	40/60	4.9 million	Recruitment on file
Italy	15/85	3,2 million	A competitive recruitment system and a selection committee
United Kingdom	8/92	2,75 million	Recruitment on file
Sweden	1/99	1,35 million	A competitive recruitment system and a selection committee/dossier

Source: OECD Report 2016

In the United States in 2011, 76% of teaching duties were performed by contract staff (full-time and part-time and including student employees), a growth of 300% since 1975, while tenured or tenure-track positions had grown by only 26%. The Coalition on the Academic Workforce (2012) reported serious problems with the working conditions of these 'adjunct' professors, including an average salary of about \$2,800 per three-credit course, few benefits, and very little job security. In New York State, they are not allowed to strike.

These faculty members are often informed late of their teaching load, generally receive no compensation for tutoring and course preparation, and have little opportunity to participate in school life. It should be noted that these working, and employment conditions are very similar elsewhere in the world, reflecting the casualization of these jobs.

In the Anglo-Saxon countries, it should be noted that, according to the employment model, all teaching systems are affected by the growth of contractualisation, which implies the lengthening of the period of entry into the position of full professor or the growth of the waiting room phenomenon (the use of the status of the post-doctoral researcher). (Symeonidis, 2015). Among the countries where the recruitment of teachers takes place under a civil servant status are Germany, Argentina, Spain, Malaysia, Sri Lanka and Venezuela. On the other hand, in countries such as Armenia, Estonia, Ireland, Latvia, Russia, Sweden and the United Kingdom, teachers are recruited under a contractual status. Some states combine the two, such as Australia, Brazil, Greece, France, Malawi, the Netherlands, Portugal, or even Turkey (**Yenikoye, I., Tanko, I. (2018)**).

Noting that, according to the employment model, all education systems are affected by the growth of contractualization, which implies notably the extension of the duration of entry into

the position of full professor or the increase in the phenomenon of the waiting room in particular the recourse to the status of teacher

### **2-2-1 The case of France**

In France, the Ministry of National Education employs around 30 000 non-formal teachers each year to fill vacancies (shortages) or make up for them (compensation and succession), using a contract system (which until 2016 was called vacations), and they represent a growing number of teachers, reaching 7.6% of the workforce in secondary school and 11.7% in vocational high schools.

After the amendment made by Decree No. 31/11/2016, dated 29 August 2016 the term "contractual status" became used to replace the term casual or temporary regarding the status of contractual employees appointed to perform educational functions, which are performed by the established legislation in a transparent and participatory framework.

According to this law, the "contract teacher" is appointed by individual contracts for one year or less, on a renewable basis, on a full-time or part-time basis. The contract is renewed for the period necessary to cover. If it extends over a school year, the contract will include all school holidays and suspensions until the next school year ( (PAUVERT, 2002)).

After six years, the contract teacher is faced with two possibilities: either he/she will be offered a permanent contract and will be drawn accordingly, or he/she will stop teaching in the public education system. Alternatively, they can become permanent teachers by passing a competitive teaching exam.

Moreover, if the usual route to employment in French education at its various levels is to pass the schoolteacher exams and the CAPES, CAFEP, and CRPE, the employment of teachers working on a contractual basis have become indispensable, especially whenever there is a shortage. An example is the year 2017, which showed a need of more than 18%, which imposed the use of contracts with occasional (temporary) teachers to fill the vacant posts, in case of replacement of a teacher on sick leave. Thus, the temporary teacher was likely to work in several schools during the year at the same time. This was because education was in a crisis of regular employment.

As for the salary of the teacher under contract, it is lower than the salary of the official teacher and is estimated according to his/her qualifications, but it is not less than 1,500 euros (about 15,000 dirhams) per month, and after years of experience and depending on the work schedule, it can reach more than 2,000 euros. They can receive similar salaries to those received by full-time teachers, and a re-evaluation of the salary is carried out at least every three years.

According to the latest balance sheets of the Ministry of Education in France, their numbers have been growing by 2.7% annually since 2010-11. Between the 2016-2017 and 2017-2018 school years, they increased by 11.8%, while the number of full-time teachers increased by only 0.5%. For the establishment of contracts, candidates are classified by the recruiting authority into one of the following two categories: first category, and second category.

Contractual agents who meet the conditions defined in article 2 I shall be classified in the first category and recruited by the academy rector, who shall determine the implementation procedures. They shall receive training to adapt to the job through their previous professional experience and, if necessary, support from a tutor. (table 2).

**Table 2: Trends in teacher recruitment in France.**

<b>The teachers non-regular</b>	<b>Year</b>	<b>Numbers</b>
<b>The first degree</b>	<b>2016</b>	<b>3110</b>
	<b>2017</b>	<b>4092</b>
<b>The second degree</b>	<b>2008</b>	<b>24 282</b>
	<b>2011</b>	<b>33 668</b>
	<b>2016</b>	<b>36 201</b>
	<b>2017</b>	<b>39 791</b>

Source: Information report of the Finance Committee to the Court of Auditors of 30 May 2018  
 Contract teachers are recruited on a fixed-term contract for one school year or less, renewable, full-time, or part-time. The contract is fixed for the duration of the need to be covered. If it extends over a whole school year, then it includes all school holidays and ends on the eve of the next school year. (Meyer, 2001)

Although they can be precarious, these alternative statuses to that of a full teacher attract a significant number of people interested in teaching each year. For some of them, these jobs are a good way of giving themselves a 'trial period' before deciding to take the plunge and prepare for competitive examinations. Still, others work as contract teachers after an unsuccessful attempt at competitive examinations, before trying their luck again... Finally, others prefer this status, which allows them to work in the region of their choice, which is not always the case when they have tenure.

The advantage of these jobs is that they are relatively easy to get into and do not require any teaching experience. In addition to the required diplomas (Access to a contract teaching post in primary or secondary education is possible with a degree of Bac + 3), candidates must meet the conditions of physical fitness required for access to the civil service and have no criminal record

incompatible with the exercise of the functions.

### 2-2-2 The case of Canada

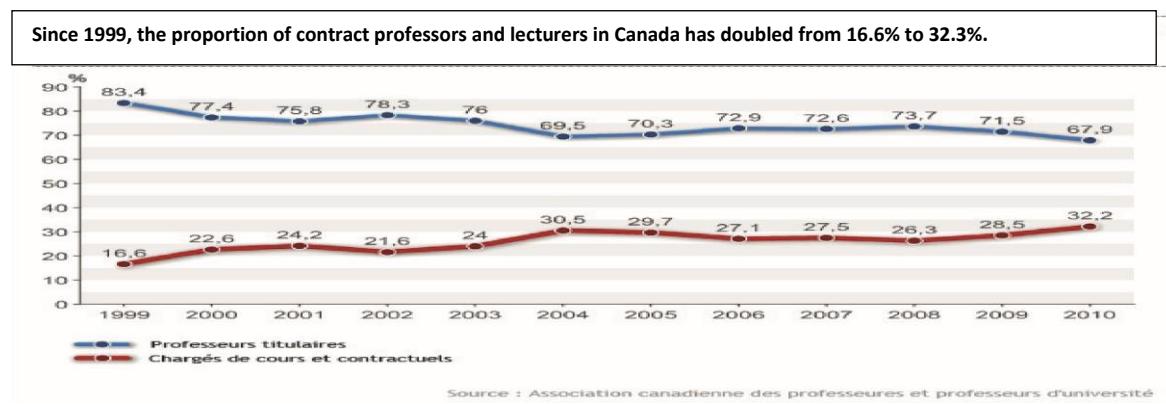
In Canada, reliance on contract teachers also appears to be structural rather than a temporary response to changing circumstances. They are called contract academic staff (CAS) and come in for occasional positions with the advantage of the flexibility and dynamism that contract employment provides and have found some stability in the constant renewal of contracts.

The number of teachers appointed to these non-tenured positions is increasing compared to those in tenured or continuing positions,

It is in this sense that the data reveal that more than half of all teacher appointments in Canada are to contract positions, 53.60%, compared to 33,490 appointments of tenured and tenure-track teachers.(20)

In Canadian education, for all provinces, the proportion of contract teachers ranges from 39.3% in British Columbia to 49.6% in Saskatchewan. According to the Canadian Association of Professors (CAPP), the proportion of contract faculty doubled between 1999 and 2010 in all universities (see Chart 1).

#### Graphique1: the proportion of contract teachers in Canada



In Quebec, for example, contract faculty (54.6 percent of faculty in 2008/09) outnumber tenured faculty and continue to grow in number. Their job titles vary by institution and department: sometimes 'contract faculty', sometimes 'part-time faculty', sometimes 'lecturer', sometimes 'term faculty' or 'adjunct faculty'. We have used the terms 'contract academic staff (PAC) or 'contract teachers'.

An educational assistant is a person who assists a teacher in their teaching responsibilities. In Canada, they are referred to as teaching assistants and act as teaching professionals to help a teacher with lesson preparation and student supervision.

The main factor explaining the use of contract staff is the cost savings achieved by this type of recruitment. This growth leads to a new look at the explanatory factors that we have examined

in the past: materialization and organizational transformations in the New Public Management (NPM) imply more flexibility in hiring, the growth of management costs, and the funding crisis, in a context of 'under' or poor funding of institutions, as a factor accentuating the budgetary facts, the growth of tuition fees and the implementation of more and more control and evaluation measures remain the main explanation.

Thus, in many contexts, it has proved difficult to recruit enough teachers, hence the use of contract teachers in developing countries as well.

### **2-3- Benchmarking as a tool for comparison in developing countries.**

In a process of international comparisons likely to shed useful light on the Moroccan "case". The situation of primary schooling in many African countries, especially French-speaking sub-Saharan Africa, was particularly worrying. With tens of millions of children entering the school system each year, this creates a very high demand for teachers. The need to ensure that all children attend school is a fundamental and universal human right that must be made effective. As detailed above, in developing countries, the term contract teacher covers different categories of teachers. The salaries and contractual conditions of these categories of teachers are lower than those of regular teachers. Contracts are usually for a fixed term, and salaries range from 25 to 75 percent of regular salaries depending on the country (Chudgar et al., 2013). In terms of skills, contract teachers are generally less qualified than their tenured colleagues, receive little or no pre-service training, and are often sent to the most difficult territories without support.

Major efforts were therefore required to significantly increase primary school enrolment, which implied the massive recruitment of teachers, often geographically isolated, where recruitment needs are present and cannot be met otherwise.

However, given the budgetary constraints, the salary costs of permanent teachers did not allow for such recruitment in most countries, and this phenomenon became very widespread.

Yet, in these countries with scarce resources and relentless budgetary pressure on the sector, despite all, many governments that have been forced to increase access to education in education policies have resorted massively to the recruitment of contract teachers, especially with the reluctance of newly qualified teachers to settle in rural and remote areas, which has resulted in significant teacher shortages. (Herrmann J.E, (2012))

Indeed, countries that have resolutely embarked on policies of recruiting contract teachers have achieved appreciable results in terms of school enrolment. However, despite these quantitative successes, the massive presence of these new teachers raises questions within the education

community as to their impact on the quality of education - up to 65% of primary school teachers are recruited on a contractual basis.

These differences include the profile of the persons concerned, their educational background and professional qualifications, the conditions of recruitment, the type of institution where they teach (public or public schools), their salary, as well as their different status from one country to another.

In this sense we have tried to analyze the case of two countries in Africa, Senegal, which started more than two decades ago, but also the experience of Morocco, which is a little more different despite its youth and pay equity

### **2-3-1the case of Senegal**

Senegal in 1995 was the first country in West Africa to implement a policy of recruiting non-civil servant teachers (as in many other countries later) when former Executive Secretary of the Association for the Development of Education in Africa (ADEA) Mamadou Ndoye was appointed Minister for Basic Education and National Languages. This is the country where there is more information on this policy because some believe that it was introduced not under pressure from the World Bank (as in many other countries later) but by the initiative of the government.

Civil servant teachers are recruited on a pro-rata basis according to the retirement of management staff. This strategy has contributed to the expansion of access to education. the policy of recruiting non-civil servant teachers enabled the state to enroll nearly 33% more children in school, which corresponds to approximately 458,579 more children enrolled (Pôle de Dakar, 2009).

In terms of school organization, the 14 regions of the country have an inspectorate of education responsible for all levels of public and private pre-university education. Public primary school teachers were trained according to the French model, i.e. two years at the École normale followed by two years as a trainee teacher before being confirmed in their posts. Then, due to structural adjustments, the government had to make budget cuts. Thus, to meet the challenge of training hundreds of additional teachers each year without increasing the wage bill, it decided to hire teachers at reduced costs (education volunteers and contract teachers).

In this respect, Senegal has achieved GIRs above the symbolic 100% mark with respective gains of 31.7 and 15.3 points. These spectacular advances in access are the result of high growth rates and the gain in enrolment attributable to non-civil servant teachers is equal to 33% of the workforce in Senegal. Analysis of the data in the table below indicates that much has been

achieved in the space of 10 years in terms of access to education in this country compared to two other countries. (Congo, Burkina Faso).table 3.

**Table 3: Growth Rates of Newly Enrolled Students in First Grade of Primary School**

COUNTRY	Growth rate/per year					
Burkina Faso	44,4	48,5	67,8	72,6	87,0	88,0
Congo	77,0	80,3	82,5	91,3	94,9	108,7
Senegal	87,7	82,8	93,8	99,4	102,0	103,0

.SOURCE: Background information on education statistics in the UIS (UNESCO Statistical Institute) database 2021.

While studies show gains in enrolment, there are doubts about the impact on the quality of education provided by the new types of teachers. Indeed, the latter's level of qualification and their generally lower remuneration compared to their civil servant colleagues, the duration of their initial training, which is shorter if not non-existent, and the absence of career prospects, among other reasons, cast doubt on their ability to ensure quality education for the pupils in their charge.

Despite its undeniable impact in quantitative terms, the policy of recruiting non-civil servant teachers had raised many criticisms within the teaching profession and in other circles, who questioned the quality of the teaching provided by these non-civil servant teachers. The argument was that their length of initial training and low salaries could hurt the quality of learning due to low motivation.

### **2-3-2 The case of Niger**

Like Senegal, Niger faces serious schooling problems, both in terms of access and quality, and in terms of the resources allocated to the sector, which are very limited in relation to the growing demand for schooling. Located at the heart of the Sahel region, Niger has an estimated population of 20.65 million. More than half of the population are children. More than eight out of ten people (84%) live in rural areas, and almost one in two (45.4%) lives in poverty.

On June 1, 1998, the first global orientation law for the education system promulgated two types of teachers with different profiles, who cohabit within the Nigerien education system: Tenured teachers: graduates of the Ecole Normale, where they receive one or two years' professional training. On graduation, they are integrated into the civil service as teachers, and receive a salary that is more than twice that of contract teachers, as well as retirement bonuses. Contract teachers: recruited by the state on the basis of an employment contract duly signed by both parties, they are not integrated into the civil service. Some of these teachers have been

trained at the Ecole Normale, as have tenured teachers; others have either undergone a short 45-day initial training course, or have no professional training at all. (67,079 contract employees in 2015).

Before 2003, a contract teacher was known as an education volunteer, in the guise of a young unemployed graduate who voluntarily and responsibly chose to make himself or herself available to the Ministry of National Education to teach in the country's elementary school. An alternative solution to facilitate recruitment (a need for 3,000 teachers per year): the policy of recruiting non-civil servant teachers. As can be seen, this choice was imposed in response to demographic and macroeconomic constraints.

For the duration of the contract, a contract agent undertakes to :

- For the duration of the contract, he/she is required to teach in the elementary school of the Direction Régionale de l'Education that recruited him/her.
- Accept the proposed place of work,
- Accept the school year timetable and the current school timetable. - Submit to pedagogical and other controls designed to assess the effectiveness of your work.

According to the results of a thematic study carried out in 2001-2002 by PASEC, in collaboration with the Ministry of Education, the policy of recruiting contract teachers has had a positive impact and has not led to a remarkable deterioration in the quality of teaching in basic education 1 schools in Niger, not to mention the strong impact this policy has had on school enrolment.

In a context where non-civil servant teachers occupy a large place in African education systems, the massive recruitment rate in this country and its seniority with regard to the adoption of this approach has enabled us to gather relevant data on the impact of this policy on the progress achieved in terms of the extension of teaching, and that beyond the status of teachers, it is their professional training and their motivation that play a predominant role in pupils' learning achievements.

Contractualization has led to the following advances: at national level:

The gross intake rate (GIR) rose from 36'2% in 1998 - 1999 to 55'2% in 2003 - 2004, a gain of 19 points in the space of five years; the gross enrolment rate (GER) rose by a substantial 178 points over the same period. II rose from 32'2% in 1998 - 1999 to 50% in 2003 - 2004; GERs for both girls and boys improved from 1998 - 1999 to 2003 - 2004; They increased by 15.04 points and 20.6 points respectively (in 1998 - 1999, GERs for girls and boys were 25.36% and 39% respectively);

The GER in rural areas has practically doubled in 5 years. It rose from 25.1% in 1998 - 1999 to 48.4% in 2003 - 2004. Meanwhile, the GER in urban areas rose slowly from 51.5% to 54.2%. To fully understand the situation in both countries (Senegal and Niger), we referred to the various results of the impact of the introduction of the contractual system through two well-known organizations in Africa, namely CONFEMEN and PASEC.

### **2-3-3 The case of Morocco**

The experience of contractual employment in Morocco is very recent compared to other African countries. Before 2016, all teachers were civil servants of the central state, recruited by the ministry, and it was only after this date that it was introduced.

The main objectives were primarily aimed at addressing the shortage of teachers due to the increasing number of students and retirements, reducing the state's budgetary burden by transferring the management of teachers to the Regional Academies of Education and Training (AREF), giving more regional autonomy in managing educational staff, and finally making the education system more flexible and efficient.

The education system chose to employ contractual teachers due to the massive enrollment of students in Moroccan school systems, a consequence of demographic growth, and the implementation of measures aimed at universal education.

According to statistics from the Ministry of Education, almost 34.2% are recruited from outside the civil service between 2016 and 2022. The evaluation was carried out in the context of changing recruitment methods and new procedures that are courageous and controversial in the face of organizational change. To this end, the pace of recruitment is increasing and the contractualization operation, deployed by the Regional Academies of Education and Training, exceeds 157,000 contractual teachers. (Table 4)

**Table No.4: Number of budgetary positions of Contractual Teachers performed at the AREF level since 2016.**

<b>Year</b>	<b>Number of CBS budget items performed at the level in AREF (REGIONAL ACADEMY EDUCATION AND TRAINING)</b>	
2016	11 000 Posts	2,64 milliards de DH
2017	24 000 Posts	5,76 milliards de DH,
2018	15 000 Posts	3,6 milliards de DH
2019	<u>25 000 Posts</u>	6,05 milliards de DH
2020/2021	17 000 Posts	4 milliards de DH
2022	15 000	3,6 milliards de DH

Reference: Ministry of Education. [https://www.men.gov.ma/Fr/Documents/Vision\\_strateg\\_CSEF16004fr.pdf](https://www.men.gov.ma/Fr/Documents/Vision_strateg_CSEF16004fr.pdf)

The peculiarity of Morocco compared to other countries that have already adapted to this experience of contractual employment is that the salary or remuneration, which is a determining factor in the management of this issue, was similar to that received by a Moroccan civil servant teacher, which at least had equalizing consequences on wage equity between the two categories of statutory and contract teachers.

The recruitment criteria and procedures were similar in each region, unlike the quotas, which were developed based on the particularities of each territory while considering the vast movement of transfers of thousands of staff.

Since its launch, this type of recruitment has sparked fierce protests and multiple demands from teachers who continuously demanded integration into the public service, equality in terms of job security, social protection and career advancement without forgetting the abolition of contractual status, deemed precarious and discriminatory.

The system then underwent a continuous evolution through regional recruitment, managed by the Regional Academies of Education and Training (AREF). In 2019, the ministry revised the status of contractors to unify it with that of civil servants (same rights regarding retirement, leave, promotions, etc.).

The term "contractual" was officially removed in 2019, but regional management remained in effect. Regarding the current situation (2025), today, more than 100,000 teachers report to the AREF. Regional recruitment remains in place, although it has been softened by successive reforms. Unions continue to demand full integration in the public service.

Recently, the debate remains open between the desire to modernize public management and that of ensuring professional stability. Certainly, the challenges and prospects remain emblematic. On the one hand, regional autonomy and better management of local needs, because it ensures budgetary flexibility for the State and guarantees a rapid response to the teacher shortage.

However, the initial training of recruited teachers seems to have been insufficient, which raises questions about professionalization. (Darif El Bouffy & Nassij,2021) and the perceived precariousness of the status of teachers and the multiplication of strikes and social tensions without forgetting the risk of demotivation and high turnover.

The (table 5) summarizes the evolution of recruitment operations over the past few years

**Table5: Analysis of the different elements of comparison of the recruitment process at the international level.**

<b>Analysis element</b>	<b>Characteristics</b>
Types of recruitment	The term "contract teacher" can have very different meanings from one country to another; contract teachers (of the State or the Collectivities), non-civil servant teachers, auxiliary, voluntary, temporary, temporary, part-time, teachers of satellite schools, FRAM teachers, teachers of communities or parents a plethora of words to define the profession of teacher.
Rémunération	Lack of standardization of salary salaries among teachers, which does not allow to offer a suitable level of motivation to teachers to maintain them. Overall, the average net salaries of contract staff are lower than those of regular staff  Sometimes, in underdeveloped countries, the average remuneration among teachers reveals that in most cases (the non-civil servant teacher earns barely half the salary of the civil servant teacher),  Contract teachers are paid by the State and the Community by parents with sometimes a subsidy from the State (public employers indicate, for the most part, that the remuneration of contract staff is constructed concerning index grids and in such a way that it is, in net remuneration, lower [in small proportions] than that of permanent staff
Formation	There is a great deal of heterogeneity in the levels of qualification and

	<p>training between the different countries. This training is of variable duration, course, level, and mode of access to the profession.</p> <p>It takes place in the form of short-term alternating courses in the form of a group of teachers from an area addressing issues relating to professional practice. It generally consists of two phases [theoretical and practical] and is attested by a certificate/diploma at the end of training.</p> <p>A high proportion of teachers are of training and knowledge of the contents of changing training practices.</p> <p>In many countries, emphasis is placed on continuing training and on-the-job training.</p>
Academic level	<p>Most teachers lack very advanced academic and especially pedagogical qualifications, which makes an academic degree seem to be associated with better results.</p>
Duration of the Contract	<p>Teachers had many entry and exit options for hiring contractual. la duration is a temporary palliative and a backdoor way out of the ongoing, long-term commitments and unallocated budgets – in terms of salaries, benefits, and career development – to which they are held to employees. Permanent or variable full-time.</p>
The insecurity of employment	<p>Contract teachers do not have enough support or social protection</p>
Characteristics of contract workers	<p>They are younger than civil servants; low-skilled and more frequently in part-time jobs.</p> <p>In so far as short-term contracts provide only for the remuneration of teaching activities, they establish a separation between classroom teaching and research as well as administrative tasks. Such separation undermines the missions of institutions and threatens the production of academic knowledge.</p>
Causality	<p>The challenges are numerous: -respond to the shortage of teachers, in the context of scarcity of resources for education and changing school demography. -Significantly reduce wage bills and allow the expansion of education systems to increase. - Circumvent certain rigidities in the recruitment and management of permanent staff. - Encourage the mobility of the staff member to the geographical location where the need exists</p>

Effect	Weak methods of contractor retention in the face of time-consuming recruitment and loss of job security can lead to demotivation and stress and negative repercussions on professional and family life
Recommendation	<p>To professionalize non-civil servant teachers and improve their career prospects. The recommendations based on this analysis were as follows:</p> <ul style="list-style-type: none"> <li>• Ensures that recruitment conditions, and selection by tests, guarantee the standards related to the profile of the teacher.</li> <li>• provide initial training of at least six months followed by a professional development plan including continuing education and various pedagogical supports targeted to needs in service situations.</li> <li>• Offer a contract of indefinite duration including career plans, promotion bridges, social protection guarantees, rights, and duties according to the legislation in force.</li> <li>• Manage the coexistence of different categories of teachers by standardizing recruitment, and initial and in-service training to gradually reduce disparities.</li> <li>• Promote the social recognition and merit of the teaching staff at both the national and international levels.</li> </ul>

Source: based on the various international reports and documents on the contract teacher.

The principles of contractualisation have advantages, but also disadvantages. As shown in Table 5 summarizes the changes in recruitment operations over the past few years.

## **Discussion**

In other countries, such as India, for example, para-teachers are recruited based on a salary of between 45% and 60% of that of teachers.) In some countries, contractual teachers are taken care of by local authorities or parents, and not by the State or the Regional Academies of Education and Training.

As soon as the contract is signed, a contractual teacher is classified in the same salary index as his statutory colleague, works the same number of hours, and receives a salary equivalent to that of a second-grade teacher (scale 10). He/she also benefits from family allowances and the same social benefits: medical coverage, and benefits from the Mohammed VI Foundation for the promotion of social works in education and training.

### **3-Result.**

The study of the different arrangements in place in some states demonstrates various important elements. The empirical data is obtained through this comparative study which can be summarised according to the very important parameters found about the recruitment process in human resource management and which will categorically influence the whole process thereafter; status, salary, training, qualification, security, job stability causes and consequences which we have identified in the table below). (Table 6).

**Table 6: a proposal for an analysis of the advantages and disadvantages - the strengths and weaknesses - of the contractual recruitment process.**

The benefits	The disadvantages
<p>1 - The control of certain market risks; the contract guarantees the state the existence of an outlet - a teacher for a given school or academic year within a very short period and the contractor a very precise remuneration in line with his expectations.</p> <p>2. Contractualisation makes it possible to respond to the crucial need for teachers with a 'quantitative and qualitative' shortage both to replace those retiring and to implement the reform</p>	<p>1- According to some, contractualisation enshrines precariousness and jeopardizes job security as long as the renewal of the contract is not guaranteed for the coming years.</p> <p>2- The absence of a multi-annual vision of the state and of a doctrine for the use of contractual staff, as well as strategic planning prevents stakeholders from monitoring academic actions and evaluating their results.</p>
<p>3- The flexibility and adaptability of the new employment framework which is attached to contractual management and allows for adjustments according to needs and results-based budget management.</p> <p>4- The high number of employees in the contractualisation operation can reduce unemployment among thousands of young people</p>	<p>contractualisation as in other countries is seen as a product of international guidelines and a profession under pressure, and the World Bank's macro-economic view of teacher management is not linear,</p> <p>- Coexistence of two different statuses: permanent and contractual to accomplish the same mission, resulting in the duality of rules governing the "career" of both,</p>

The analysis of the four different experiences shows that if a long-term statutory employment

relationship is no longer possible due to the lack of measurable, effective, and satisfactory results, the introduction of contractualisation is a good way to meet the budgetary orientations and the reinforcement of the quality of services to users and the transformations of society and its demands, the introduction of contractualisation, the status of contractual staff and the regionalization of resources in the education sector as a mode of recruitment in many countries and as a new employment policy has become an obligation and an irreversible and innovative strategic choice, its effects on the effectiveness of public action are imposing themselves majestically, and managerial research in this field continues to drain a lot of research

## Conclusion

In an effort to make international comparisons that could shed useful light on the concept of contract teachers in developed and developing countries, particularly in Morocco, different categories of variables were highlighted, particularly their educational background and professional qualifications, initial and continuing training, recruitment conditions, the type of institution, their salaries and their status, which differs according to the socio-economic conditions of the countries.

Indeed, we also compared international comparisons, theoretical knowledge, and previous work, and we found it difficult to define and fully understand the concept of contractualisation and delineate its multidimensional contours. Although it seems to serve the imperatives of management science, it is heavily dependent on interpretative factors such as politics, sociology, psychology, management and law.

In concluding, in the light of the comparative study (documentary from official source) which allowed us to simultaneously examine the convergences and divergences between several countries, it can be concluded that this modernizing quest for a sustainable regime for the recruitment of contract teachers includes practices in HRM is not exclusive to the national sphere, it is a global phenomenon that encompasses all the countries where the contractual path is globalizing.

This practice was already adopted before the 2000s to offer some flexibility and for a new configuration setting up public reforms in many developed and developing countries.

However, the weak methods of retaining the contractor in the face of temporal recruitment and the loss of job security can lead to demotivation and stress, as well as negative repercussions on professional and family life.

Since the adoption of contractualization, debates on its results have so far ranged from frank disapproval to tempered enthusiasm, passing through numerous questions about its effects and the quality of education due to the use of people without long professional training (which was previously two years (ENS: National Higher School).

We conclude that this modernizing quest of the States to modify the recruitment of teachers includes both human resources management practices and the evolution of the employment relationship.

The measures for teachers that were initially put in place as an emergency response to the EFA challenge now require sustainable solutions. It should also contribute to the operationalization of UNESCO's Teacher Training Initiative for sub-Saharan Africa (TTISSA), which could play

a leading role in promoting and sharing knowledge on teachers.

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