

**TEACHER JOB SATISFACTION AND INCENTIVE**

**A Case Study of Pakistan**

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## ACRONYMS

ACR	Annual Confidential Reports
AED	Academy for Education Development
AEPAM	Academy of Educational Planning and Management
BPS	Basic Pay Scales
COs	Community Organisations
CSO	Civil Society Organisations
CT	Certificate of Teaching
DOE	Directorate of Education
EDO-Education	Executive District Officer, Education
EFA	Education for All
GCE	Government Colleges of Education
GCET	Government Colleges of Elementary Teachers
GDP	Gross Domestic Product
HEC	Higher Education Commission
HSSC	Higher Secondary School Certificate
LC	Learning Coordinators
MoE	Ministry of Education
NGOs	Non-Governmental Organisation
NWFP	North West Frontier Province
PITE	Provincial Institute of Teacher Education
PSC	Public Service Commission
PTC	Primary Teaching Certificate
RSP	Rural Support Programmes
SMCs	School Management Committees
SSC	Secondary School Certificate
TPTE	Technical Panel on Teacher Education
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USAID	United States Agency for International Development
VEC	Village Education Committee

# 1. INTRODUCTION AND BACKGROUND

## 1.1 INTRODUCTION

The challenges of education in Pakistan are immense, both in scale and complexity. About 5.5<sup>1</sup> million children remain out-of-school and over one-half of the adult population are illiterate, especially among the female rural population. “The literacy rate of Pakistan is 49 per cent, male 61 per cent and female 37 per cent. Between 1999 and 2002, the total education budget as a percentage of GDP declined from 2.4 to around 2.1 per cent. Half of the 12 million children enrolled may drop out before completing primary education in government schools (Education Watch 2000).” Thus, the challenge to improve educational provision in Pakistan will require concerted effort from all key planners, especially teachers and school managers, who are at the frontline in the delivery of educational provision.

Representatives from Ministry of Education, donors, NGOs, education researchers and teachers highlighted many problems facing school teachers, in particular, low levels of motivation during a National Conference on Teacher Education held in December 2004 organized by Academy for Education Development (AED), USAID and Ministry of Education (MoE). Similarly, a UNESCO report on the ‘Status of teachers in Pakistan’, published in October 2003, points out that non-transparent appointment practices, politicization, poor management, lack of transport and security are amongst the major problems that are faced by teachers. Policy makers and other stakeholders are well aware of the motivation crisis in teaching, but to date have been unable to take effective action to address teacher motivation and incentive needs.

Teacher motivation is determined by both pecuniary and non-pecuniary factors. Pay levels and other material benefits must be sufficient to meet basic human needs (food, housing, clothing, transport, healthcare, education and training). However, overall job satisfaction among teachers is also strongly determined by higher order emotional and social needs, most notably professional self-esteem, job security, interpersonal relations at work (between teachers, education managers, pupils and parents/communities), opportunities for career progression, the working environment, the workload and productivity/learning outcomes. Another key related issue is the level of accountability of teachers to their school managers, pupils, parents and wider community.

In terms of behaviour, low motivation translates into high absenteeism and poor quality teaching. In the private sector, there is evidence of high attrition amongst primary school teachers whereas among public sector teachers, the problem is high absenteeism due to weak accountability systems. In the public school sector this practice has resulted in the phenomenon of ‘ghost schools’ and ‘ghost teachers’. According to survey’s conducted in 1998 by the education departments of Sindh and Punjab Provinces, in the late 1990s, there were 700 primary and secondary ‘ghost schools’ in Punjab Province alone, with 18,000 ‘ghost teachers’ on the payroll for

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<sup>1</sup> Facts and Figures, GoP, Pakistan, 2004

those schools. Similarly Sindh Province had 340 ghost schools with 7,000 ‘ghost teachers’.<sup>2</sup>

## **1.2 STUDY OBJECTIVES**

This report is one of 12 country case studies from Africa and South Asia<sup>3</sup> that assess teacher motivation and incentives. The overall objective of the study was to explore the extent to which low teacher motivation is a constraint to the attainment of universal primary education. More specifically the study tried to explore if there is a teacher motivation crisis in Pakistan and form this crisis took. Based on the analysis of insights from key stakeholders and documentary sources, recommendations are presented to address key issues that are the heart of teacher motivation and incentives in Pakistan.

## **1.3 METHODOLOGY**

A four-member team headed by Tanya Khan was formed to conduct the study on motivation and incentives for teachers of public, private and community schools in Pakistan. Due to time and budgetary constraints, the study team focused on two provinces of Pakistan i.e. Punjab and North West Frontier Province (NWFP). Methods used for collection of data included, focus group discussions, open ended-semi structured interviews (face to face as well as telephone interviews), and finally participant observation. Prior to field visits and focus group discussions, team members reviewed relevant documentation (constituting of facts and statistics) in both public and private sector on the basic education system in Pakistan with special focus on teachers.

Meetings were held with Government Departments to collect data regarding pay scales, allowances and benefits of Government School Teachers. Randomly selected public school teachers, members and office bearers of Teacher Unions, representatives of Ministry of Education, NGOs, Donors, Teacher Trainers, and Researchers were also interviewed. Focus group discussions with a representative group of 15 teachers from each of three categories of private schools were also carried out. Similarly, visits were made to a few community schools to hold discussions with community teachers regarding the issue of teacher motivation and incentives. Detailed discussions were held with teachers on challenges they faced in their work. The team also participated in a National conference on Teacher Education held in Islamabad.

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<sup>2</sup> Survey’s conducted in 1998 by the education departments of Sindh and Punjab Provinces

<sup>3</sup> Apart from Pakistan, the countries are: Ghana, Kenya, Malawi, Lesotho, Nigeria, Sierra Leone and Zambia in Africa and Bangladesh, India, Nepal, in South Asia.

## 1.4 OVERVIEW OF THE SERVICE DELIVERY SECTORS IN EDUCATION

There are four main types of education providers in Pakistan: the public sector, the private sector, NGO assisted community schools, and religious institutions (*Deeni Madaris*<sup>4</sup>).

### Public Schools

The public education sector in Pakistan is organized into five levels i.e. primary level (grade one to five); middle (grade six to eight); high (grade nine and ten, culminating in matriculation); intermediate (grades eleven and twelve, leading to an F.A. i.e. diploma in Arts or F.Sc. i.e. diploma in Science); and lastly the university programs leading to undergraduate and advanced degrees. The preparatory classes (*kachi* or nursery, i.e. kindergarten) were formally incorporated into the system in 1988 as part of the Seventh Five-Year Plan. From the intermediate level onwards, a designated university in each province is responsible for coordinating the management of school instruction and organisation of examinations. In certain cases, a different ministry may oversee specialised programmes (such as the Ministry of Science and Technology). The Universities in Pakistan enjoy only limited autonomy and the Higher Education Commission (HEC) oversees their finances.

Pakistan has approximately 150,000 schools altogether with a population of over 140 million. Though estimates vary, around one-quarter of the schools are private institutions. Private schools account for up to half the enrolments in urban centers, whereas only 20 per cent of enrolment is in rural areas.

In Pakistan, education management is devolved right to the district level. However, the Federal Ministry of Education (MoE) in Islamabad is responsible for providing broad outlines for curriculum and textbook production to Provincial Education Departments and textbook boards. An elected Federal Cabinet Minister (also a Member of Parliament) assisted by a Federal Secretary, who is usually from the civil service, heads the Federal Ministry of Education. There are numerous attached departments and autonomous bodies working under the Ministry of Education. Each province has its own administrative set up. At the district level, the office of the EDO-Education (Executive District Officer, Education) is responsible for the administrative control of personnel, effective utilization of resources, mapping of schools, inspections of schools, and the preparation of the Annual Confidential Reports (ACR) for teachers and school heads. After devolving education control in 2002, the districts have become agents responsible for providing social services in Pakistan.

In the primary schools, female teachers constitute about 35 per cent of the total teacher population. This is primarily because teaching is the biggest source of employment for women in the formal sector. It is a significant size given the fact that almost all of the public schools are single-gender schools. In rural areas, the access to

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<sup>4</sup> Religious Institutions have not been included in this report because the teachers of the Religious institutions do not follow the regular appointment procedures and a different curriculum is followed in these institutions.



school is far more limited for girls as compared to boys, whereas in urban areas there is almost no difference. Only female teachers are recruited to teach in girls schools. About one third of schools are solely for girls.

The academic term for public schools starts in the beginning of April and finishes by the end of March of the following year. Schools are closed for a total of 150 days per year on account of different holidays (Sundays, summer and winter vacations and gazetted holidays). The length of a school day is 6 hours.<sup>5</sup> A primary school teacher can have responsibility for nine to ten periods per day without a break. This also includes allocated time for the recitation of the Holy Quran. There are several one-teacher primary schools where the teacher has the responsibility of teaching all five grades simultaneously, amounting approximately to between 100 to 150 students.

### **Private Schools**

Private schools have a long history in Pakistan. Many trusts, foundations and civil societies established private schools during the last century. The denominational schools run by Christian missionaries and philanthropists were started just before or after independence. These institutions charge low fees and generate funds largely from endowments, individual and institutional grants and donations. Till the last decade, the missionary schools ranked highest in terms of quality of education. Most of these schools are boarding which is seen as contributing to their high quality.

However, during the last decade, the number of private for-profit-schools has mushroomed, initially in urban, peri-urban areas, but more recently, in rural areas. Private schools appear to have emerged as a result of the poor quality of education in government schools. The expansion of private schools demonstrates that the low and middle class understand the value of good quality education, appreciate the need for purposeful schooling for their children, and are willing to pay for it even given their limited income. Some argue that the phenomenal growth in private schools in large cities and small towns is a reflection of poor government policies and the public's disillusionment with the state education system. Undoubtedly, this creates a crisis of confidence among public school teachers as their schools decline and loses value in the public's eye.

A typical privately run primary school is owned by an individual operating it on a for-profit basis, has less than one-third trained teachers, and is housed in rented premises. Such schools receive no financial support from the government, and meet all their operational expenses from student fees (Andrabi, March 2002). Private for-profit schools vary considerably according to location (urban/rural). Private schools have managed to create an effective professional environment in their schools by emphasising accountability in school management, whereas this continues to be a problem for government schools.

Private schools in Pakistan are broadly divided into three categories: Elite Schools, High and Medium Level Schools and Low Income Schools.

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<sup>5</sup> This is an average, school which are running double shifts have shorter school timings i.e. 5.5 hours a day. Some private schools stay longer.

i) **Elite Schools:** Elite schools are expensive English medium schools owned either by individuals or societies. They are known for providing very high quality education. Such schools are in custom-built school buildings with adequate facilities, highly qualified and trained teachers, higher degree of commitment to education and their clientele distinguishes them from the rest of the education providers. These schools provide education through modern pedagogical methods and pay very high salaries and benefits to the teachers.

ii) **High and Medium Level Schools:** These are large in numbers as they are mostly individually owned enterprises. They also include missionary schools as well as system schools (chain schools) spread across the country, but managed centrally. These schools are known to provide quality education to mostly children from middle and some upper class families. Tuition fees charged range from moderate to relatively very high.

iii) **Low-Income Schools:** Low-income private schools are generally located in poor urban and peri-urban areas. They are housed in small over-crowded buildings with children squeezed into small rooms with poor ventilation and in many cases, no electrical facilities. Some children who attend these schools have to travel 7 to 8 kilometres. Usually, the schools cannot afford to advertise for new teachers in the local newspaper. Teachers complain of excessive work load i.e. one teacher teaching all the classes in a day and also substituting for absentee teachers. Due to the poor infrastructure of schools, low pay, low salary increments, unpaid leave, poorly resourced classrooms, heavy work load and high class size, teachers often complain of being overworked and de-motivated.

Between 1992 and 2000, 45 percent of schools established were privately owned. In the urban areas, this expansion of private enrolments has been at the expense of government schools where enrolments have actually declined. Table 1.1 below compares enrolments between public and private sector schools and shows that both have been increasing.

**Table 1.1: Share of Enrolment: Public and Private Sectors (Percentages)**

Level	1992-1993			1999-2000			Increase		
	Private	Public	Total	Private	Public	Total	Private	Public	Total
Primary	12	88	100	27	73	100	71	29	100
Middle	12	88	100	22	78	100	58	42	100
High	14	86	100	19	81	100	33	67	100
Total	12	88	100	25	75	100	66	34	100

**Source:** Census of Private Educational Institutions in Pakistan 1999-2000, Federal Bureau of Statistics, February 2001

There are approximately 33,000 private schools in the country. Nearly, 95 percent of these are co-educational, with about 75 percent female teachers. Table 1.2 shows gender comparisons of public and private school teachers in both urban and rural areas.

**Table 1.2: Primary teachers by gender and location (2002-2003)**

Sector	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Public	38,817	36,582	75,399	183,646	88,176	271,822	222,463	124,758	347,221
Private	7,476	46,003	53,479	11,863	20,898	32,761	19,339	66,901	86,240
Total	46,293	82,585	128,878	195,509	109,074	304,583	241,802	191,659	433,461

\*Including mosque schools, Source: Pakistan School education statistics 2002-03, AEPAM

In terms of qualifications, the teachers in private schools have similar general educational qualifications to those in the government school, but have much less experience and fewer professional qualifications (Federal Bureau of Statistics, 2001; see also Table 1.2).

Co-education facility, employment of female teachers, use of alternate curriculum and modern and colourful textbooks give private sector schools an advantage over public schools. Anecdotal and limited survey information indicates that teaching practices are far superior and absenteeism is low in private schools. The threat of teachers' losing their job and better management practices in the private schools ensures that private school teachers work hard to produce good student results. Although contact with parents is not formalised, it is clear that because parents pay higher fees they also demand better service (Shahrukh Rafi Khan, Feb 2001).

## Community-Based Schools

### Box 1.1: Case Story: Community School Kot Heera

Kot Heera is a small hamlet located in Union council Sangkharta (District Narowal). Two community organizations identified the need for a school in their community. The Village Education Committee (VEC) provided a school building free of charge and also purchased blackboard and two mats for students. The school became operational on 1 April 2000 with one teacher aged 22 years. She is a matriculate and started on a salary of Rs. 800 per month, later raised to Rs. 1000. She has good teaching skills, but to build her capacity in multi-grade teaching, she has to attend a 15-day training course and a five day refresher course. Uniforms have been introduced for the students who pay Rs.10 per month. Poor students are exempted from wearing the uniform or paying the fee.

**Source:** Monitoring Community School, September 2001, PRSP

Community-based schools are usually set up by NGOs, philanthropic and commercial organizations in places where there are no public schools. Teachers are normally identified and appointed from within the community. Multi-grade teaching is the norm. It is not unusual for one teacher to handle up to five classes simultaneously. In the multi-grade system, teachers share the responsibility of checking assignments, distributing and collecting assignments, peer tutoring etc, with their students. To management their workloads, teachers establish classroom routines for students to support the teaching and learning process , such as keeping the classrooms clean, doing exercises at the end of lessons, using teaching/learning aids etc,

Community-based primary education is the most common model followed by Civil Society Organisations. Communities are mobilised and form community organisations (COs). Each CO identifies the need for a school and approaches the Rural Support Programme (RSP) for assistance. The main emphasis is on schooling and quality education rather than school buildings. The community manages the school and shapes

it according to its needs, thus providing local children with better access to education. The CO and RSP enter into a partnership based on a signed agreement, which spells out their respective responsibilities in running the schools. The RSP pays the salary of one teacher per school, organises teacher training, monitors each school, and supplies teaching and learning materials and basic furniture. The COs also provides the land and a building. There must be at least 25 to 30 students before a school can receive RSP support. Each school is expected to expand up to 5<sup>th</sup> grade or beyond as enrolments increase. Schools charge fees and are able to hire more teachers as enrolments increase. Their sustainability depends on effective collection of fees and additional school funds. The national curriculum is taught in the CO schools to facilitate the student's transition from primary to middle schools which are run by the government.

To make the school system efficient, training events are organised by the RSP for the teachers, the Village Education Committee (VEC) and the school monitors. The VEC decides the fee and subsidizes or exempts students who cannot afford to pay. There is a sense of ownership for the school in the community since it provides the school site. As compared to the public and other private schools, community schools have lower teacher absenteeism, high enrolments especially girl child, low drop out rates and 'ghost schools'. The high enrolment especially for girls and the interest of communities in their school is an indication of their success, particularly in remote rural areas.

## **1.5 TEACHER TRAINING**

### **Public Sector**

#### ***Pre-Service Training***

There are two types of pre-service teacher qualification: these are the Primary Teaching Certificate (PTC) and the Certificate of Teaching (CT). The academic qualifications required to attend these trainings are Secondary School Certificate (SSC) and Higher Secondary School Certificate (HSSC) respectively. In addition to the training institutions mentioned above Departments of Education in the universities (Public and Private) provide teacher education at graduate and postgraduate levels (B.Ed, M.Ed, PhD). Since the establishment of University of Education in Punjab (September 2002) the PTC, CT certificate courses have been abolished and only graduate and postgraduate courses are offered.

The Curriculum wing of the Ministry of Education in collaboration with the provincial curriculum bureaus are responsible for developing the framework for teacher training in Pakistan. The PTC and CT courses were last revised in 1995. The B. Ed. and M.Ed. courses are designed by the curriculum wing but routed to the Universities through the Higher Education Commission.

The pre-service curriculum for primary school teachers tends to overemphasize theoretical aspects<sup>6</sup>. Poor quality teacher training coupled with outdated curriculum

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<sup>6</sup> The Curriculum Wing has six sectors: Islamic Education, Language/Social Sciences & Teacher's Education, Basic Sciences, Textbook development/Testing & Evaluating, Population & environment and the Coordinating Agency for Vision 2010 Programme. "Organization and

and textbooks, and a dysfunctional institutional and organisational set-up has resulted in low teacher motivation, absenteeism, and a largely dissatisfied teaching force. Some of the weaknesses of the curriculum framework are that it does not differentiate between the needs of urban and rural schools, and how teachers should be prepared to handle the two settings.

The techniques and methods of training teachers is another issue that undermines the development of competent and confident teachers in Pakistan. The lecture method remains the most commonly used instructional approach in teacher training institutions. Although there are a few compulsory school attachments, these do not provide ample exposure to how teachers should relate and deal with real teaching challenges e.g. large class size, poor teaching and learning infrastructure etc. Problem solving and group work approaches are rarely followed. Thus, teacher training programmes provide little opportunity for teachers to develop the kind of skills that can make them more successful in their practice and build their confidence and motivation in teaching.

### ***In-Service Teacher Training***

Generally, primary teachers do not have sufficient opportunities for in-service training on a continuous and regular basis. Usually there is no recurrent budget allocation for this activity. Some provinces fund teacher training from their development budgets, but none of the provinces have a sustainable and coherent model for continuous in-service teacher training. Only a few teachers from the public sector attend the limited number of in-service courses on offer because of favoritism in the selection process. The policy is that every teacher should have in-service training after five years on the job. If this is to happen, then 20 percent of the stock of teachers will have to be trained every year. However, there is lack of infrastructure and human resource capacity to deliver in-service on this scale.

In-service teacher training is funded mostly through donor support, with little or no coordination among the donors themselves. The result is duplication of effort and a lack of systematisation of professional development and learning that has been identified after a careful analysis of teacher needs.

The management of in-service training programmes is a complex and difficult issue. One challenge is identifying teachers who need specific training. In most cases, it has been observed that the same teachers are the ones attending in-service. Nomination to attend in-service training has been corrupted because of the financial incentives of attending, in the form of per diems and allowances.

The lack of adequate facilities and other support measures for women teachers to participate in the residential training programme has also been identified as a disincentive for attending in-service training. Most critical ones are day-care centres for children and the absence of women resource persons. A general insensitivity towards the specific needs of young mothers or middle-aged women in the training programmes discourages women teachers from participating.

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Functions” The National Bureau of Curriculum and Textbooks (Curriculum Wing). Government of Pakistan, Ministry of Education, Islamabad, 1999. Pg 6-7.

Quality control is another problem issue. The short duration of courses, the lecture style delivery, the absence of supervision, the lack of monitoring and performance appraisals of trainers are contributory factors to the low quality and committed certified teachers in public schools. Also, trainers are usually close to retirement by the time they join training colleges and lack interest in the job. Another observation is that many trainers of primary teachers (PTC courses) have never taught school children, and therefore, lacks practical insights into the needs of primary school teaching. Also, there is no system of performance appraisal of teacher educators to ensure that only competent and motivated ones are selected as facilitators for in-service training.

The lack of instructional materials, laboratory schools and other facilities also affects the quality of training. Thus, trainers are generally not motivated and interested in their jobs.

### **Teacher Training in the Private sector**

Elite private schools arrange different training workshops and exposure experiences for their teachers. Such opportunities are offered to teachers with 2-3 years teaching experience. Teachers sign a bond that commits them to serve the schools for a specified period, after receiving this training. However, training opportunities are not equally distributed among schoolteachers. Training and professional development opportunities for ‘medium level school’ teachers are limited whereas teachers in what is classified as ‘low level schools’ hardly get any opportunity to attend training courses.

### **Teacher Training of Community School Teachers**

Sponsoring NGOs organize short duration training courses for community schoolteachers. Such courses are often too short to make a significant impact on the teaching capabilities of these teachers, especially since most community schoolteachers are very young, inexperienced and under-qualified.

Table 1.3 shows a comparison of trained and untrained teacher ratio in private and public sector.

**Table 1.3: Teachers in public and private sector schools by training (percentages) (1999-2000)**

	PRIVATE		PUBLIC	
	Trained	Untrained	Trained	Untrained
Primary	33	67	97	3
Middle	37	63	98	2
High	42	58	98	2
Total	38	62	98	2

Source: Census of Private Educational Institutions in Pakistan 1999-2000, Federal Bureau of Statistics, February 2001

## **2. OVERALL LEVEL AND TRENDS IN TEACHER MOTIVATION BY TYPE OF SCHOOL**

### **2.1 OVERALL STATUS OF THE TEACHING PROFESSION**

The occupational status of teachers in Pakistan is declining. The view from stakeholders we interviewed is that up until the mid 1960s teachers in Pakistan were widely respected and held in high esteem. However, because of political interference the status of teachers started declining rapidly. Teachers' appointments and transfers have become political. Many primary school teachers are enlisted as election agents during political elections. These teachers often develop client-patron relationships that they later exploit by extracting benefits from the political elite. It is commonly argued that the appointment of large numbers of unqualified teachers has also degraded the profession and hence respect for teachers.

Recently, the government took measures to address the declining status of the teaching profession. The government celebrated, for the first time, "Teachers Day" on 5 October 2004. The media broadcasted programmes to raise awareness of the importance of teachers in society. The President and Prime Minister participated in the programme and paid their respects to teachers. A month earlier, the government of the Punjab organised a high-profile conference on the 'Dignity of Teachers'. The conference delegates reached broad consensus on the need to take appropriate steps, besides sensitisation programmes, to raise the status of the Pakistani teacher. Conference delegates noted that part of the low teacher esteem is due to the tradition of rote learning. Delegates called for training to improve teachers' pedagogical skills, arguing that this would improve the teacher-student relationship. Generally, teachers are held in fear by students and not respected. The conference also agreed that teachers should teach their students respect for values and manners and foster creativity and talent, which would further enhance respect for them and, more generally build self-esteem among teachers.

Other things being equal, the higher the level of education a teacher has received, the higher his/her academic status. In Pakistan, almost all teachers in the public sector system have the required academic qualifications while most have the required professional training.

Teachers in Pakistan have less authority and power than other professions. Teacher's commitment to their work is also a major factor in determining the social status of teaching.

Public recognition of the service rendered by teachers is reflected, among other things, by national awards and by teachers being invited to serve on national committees and commissions. However, teachers are hardly represented in administrative, developmental or legislative bodies.

Economic status is linked with salary. The remuneration paid to teachers at community schools, low income private schools and Mosque Schools is generally

very low with hardly any job security. Female teachers employed by small-scale private primary schools are notoriously under paid.

A national study designed to find out how to attract quality students into the teaching profession found that only 29 percent male and 54 percent female students saw teaching as their first profession of choice. Students considered respect in society, promotion opportunities, job security, personal interest, guarantee of a pension, and further professional development opportunities as important factors in choosing a profession.<sup>7</sup>

A survey conducted in the late 90s found that while about 87 percent of students regarded teaching as the most respectable profession, only 42 percent marked it as their first choice. Although most of the teachers said they elected to be teachers, they would not encourage either their children or students to become teachers. Two-thirds of parents said they would encourage their children to opt for teaching, but none recorded teaching as their preferred choice of profession for their children (Kudos Zeal Renewal, KZR, 1997).

## **2.2 COMMITMENT TO TEACHING**

To find out the extent to which teachers valued teaching as a profession, the study team conducted a survey to identify views and beliefs of the primary school teachers. A sample of 30 schoolteachers was randomly selected and interviewed. Teachers belonged to elite, community, government and low-income schools.

Most teachers regard teaching as a respectful and secure profession, especially for women. Out of 30 teachers interviewed, 11 teachers from schools classified as medium and low income said teaching is a suitable option for them, because their schools are located at a reasonable distance from their homes. This is convenient for their family life. Although subjects they teach are not in accordance with their qualification, because of high unemployment, they are happy with their jobs as unemployment is rising and they consider themselves lucky to be in employment. Some teachers also said teaching was better than sitting idle at home, for them it is a good escape from the daily grind of household stresses and disputes.

Six out of the 30 teachers with about four years teaching experience expressed satisfaction with teaching and intended to remain in the profession for the long term. Their interest and motivation stems from the fact that their parents and grandparents had been teachers. But, they also expressed a desire to obtain higher degree qualifications in education management and policy. They suggested that teachers would feel more empowered if government offered competitive remuneration packages. Their main points of concern were heavy workloads, low salary and increment, and poor health coverage system for teachers, particularly those in public schools.

An interesting group of 10 teachers from public schools were also interviewed. They did not think very highly of the profession and would leave teaching if they found a

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<sup>7</sup> What makes a good teacher?, Save the Children UK, July 2001



better job. Since most of them hold a masters degree in various subjects, they wanted to opt for a profession, which is financially more rewarding, secure and has good prospects for career development. They were dissatisfied with the infrastructure of schools and unhappy with the high workload, remuneration package and other benefits that teaching offered. They had entered teaching because they could not find appropriate jobs for their level of qualification. However, they were prepared to teach at international level schools and colleges because of better remuneration packages and benefits.

**Box 2.1. Three different teachers' views and experiences about the teaching profession**

- Ms. Bano is teaching in a local school for the past few years. She has obtained a degree in Islamic studies and earns Rs 2800 per month. She is happy in her job as her mother has been teaching in the same school and she has been respected a lot for her mother's devotion and services. *"Teaching is our family profession. My mother used to teach in this school, am glad that I have opted for this profession as a serious career and I want to excel in it. Good teachers can produce a good nation. Although I face certain problems i.e. high work load but low salary, long timings, improper heating and cooling system but also enjoy paid maternity leaves, three months vacation & annual increments .But despite all these things I enjoy this job thoroughly ."*
- Ali Qudus is teaching at a local school. He has a Masters degree in English literature and teaches mathematics, science and Islamiyat to primary and secondary level classes. He earns Rs 2500 per month. He is not satisfied with his job and is looking for an opportunity to leave the profession. *"I am not at all happy in this profession. It is difficult to teach children all day long with such a low salary package. I can only think of remaining in this profession if I get a lecture ship in some reputable college or university. Since college and university level jobs are honoured and respected in the society"*.
- Naila teaches in an international school in Islamabad. She teaches English language and grammar to junior high branch and earns Rs 10,000/- *"I am happy with my job, I feel privileged to be part of this institution. The money I earn is spent on my baby and me only; I don't have any responsibility to fulfil household chores. My husband looks after that. There is no other better option than teaching for married ladies with kids. I bring my baby along and leave him with maids in the nursery. Some times during the exams season the workload is heavy, b but the timings are flexible. But still I feel that there can be other good options that an educated girl can opt for!"*

Three teachers from elite schools said they are satisfied with their remuneration packages, schools' infrastructure, and other facilities, but did not rank teaching as the best profession, although they had joined the profession by choice. Teaching at an international school, in itself, is a status symbol. Most teachers are married and given their household responsibilities and cultural sensitivities see teaching as the best profession – most of the schools are single gendered and female teachers from rural areas prefer to work in an all female environment, which makes it easier for families to agree to let their female children become teachers. For example, this schooling arrangement means they can bring their babies to school and rest them in nurseries, and also get paid leave.

## **2.3 MANAGEMENT CONTROL AND SUPERVISION**

### **Public sector**

The public school teacher is the lowest ranked teacher in the Education system. The highly authoritarian education management structure ensures that teachers and students are heavily controlled from the top. Learning Coordinators (LC) are responsible for monitoring and supervising teachers and checking on absenteeism, teaching and learning activities, as well as other co-curricular activities. However, LCs hardly provide professional support for teachers, and headteachers have little authority over teachers. Ideally the headteacher should be the one responsible for managing his or her staff, providing guidance in curriculum matters and addressing teacher professionalism issues at the school level. However, the authority to carry out these responsibilities resides elsewhere, mainly with officials who have very little contact with students, teachers or parents.

### **Private Schools**

The better performance of students in private schools is usually attributed to effective supervision and monitoring of teaching and learning activities. Though public school teachers are paid double that of teachers in rural private schools, their commitment and performance in teaching is much lower. Teacher absenteeism in public schools can be twice as high as private rural schools.

### **NGO/Community Schools**

The community organization responsible for the administration of its schools is known as the Village Education Committee (VEC). Teachers and monitors are accountable to the VEC, which also checks school fees, enrolment, and drop out records. NGO/community school teachers are hired from within the village, which tends to reduce the problem of teacher absenteeism. To improve school efficiency training events are organised for teachers, school monitors, and the VECs regularly. The VEC decides school fees, and approves fees subsidy for students who are unable to afford the fees. There is a sense of ownership regarding the school in the community since it provides the site for building the school. As compared to private and public schools, community schools face fewer problems such as, teacher absenteeism, low enrolment especially with females, and high drop out rates. High enrolment, especially among girls and the interest of the communities in the CO schools is an indication of the success of these schools particularly in remote rural areas.

## **2.4 TEACHING COMPETENCE**

Teachers' competence is usually linked to their academic and professional qualifications and years of regular in-service training. The professional qualification and development of teachers is the responsibility of the provincial curriculum bureau, the directorates of curriculum and teacher education extension centres and the University of Education (Punjab). The main institutions for the delivery of teacher training are the provincial Government Colleges of Education (GCE), Government

Colleges of Elementary Teachers (GCET), Provincial Institute of Teacher Education (PITE) and University of Education (Punjab). In 1995-1996, a Technical Panel on Teacher Education (TPTE) was established in the Curriculum wing of the Ministry of Education. Since 2001 TPTE has also been coordinating all the teacher education institutions at the provincial level. The TPTE was established under a project funded by the Asian Development Bank for revising the teacher education programme and curriculum. The revised teacher education programme leading to the Diploma in Education was certified by the TPTE in 2000 and was pilot tested in some Federal areas and districts. However, the programme was not fully implemented due to implementation difficulties.

Statistics show that educational levels for teacher's qualification and training in Pakistan are lower than in the rest of the world. "In most countries, for a teacher to complete education- a mean of 13.4 years is required whereas in Pakistan this mean is only 11 years."<sup>8</sup>

About 97 percent of teachers in the public sector hold the teacher certificate (i.e. PTC, CT, B.Ed/M.Ed for secondary or post-secondary). The comparable proportion of teachers trained in the private sector is 66 percent (EFA, 2015). However, the much higher proportion of trained teachers in public schools does not translate into better performance of public school students. The public sector suffers from an acute management and supervision crisis which makes teachers feel less accountable to school managers. In the 19 studies conducted on student assessments since the 1980s, the students in private schools have consistently out-performed their public school counterparts (Andrabi, 2002).

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<sup>8</sup> Prof. Dr. Mussaret Anwar Sheikh and Prof Dr. Muhammad Zafar Iqbal, The status of teachers in Pakistan-World Teachers Day 5, October 2003, UNESCO

### **3. IMPACT ON STAFFING, BEHAVIOUR AND PERFORMANCE**

#### **3.1 RECRUITMENT AND PLACEMENT STANDARDS**

##### **Public sector**

Up until 2002, the provincial Public Service Commission (PSC) was entrusted with the appointment of all government primary school teachers. Teachers appointed through the commission are permanent government servants i.e. they can retire at sixty years of age. Since the responsibility for recruiting teachers was devolved to districts, appointment of teachers on BPS 15 and below is done by the Provincial Directorate of Education based on PSC regulations. Appointments to BPS 16 and above are handled directly by the PSC without involvement of the Directorate of Education. To become a primary school teacher one needs to have a secondary school certificate, also known as 'Matric' (Matriculation)

The professional qualification required is the Primary Teaching Certificate (PTC). In Punjab this qualification has been abolished and replaced with the B.A. /B.Ed qualification. An age limit of 18 to 25 years is also placed on recruitment. Local government policy stipulates that 75 percent of recruitment must come from the area in which a particular school is situated.

The requirement to have a minimum qualification of B.A /B.Ed has created a lot of dissatisfaction among teachers. Many teachers with PTC and CT certification feel discriminated against, as these changes were made abruptly without taking into account the implications for them. In marginalized districts such as, Rajanpur, DG Khan, Mianwali (in Punjab Province), female teachers do not have the opportunity to get a BA, B.Ed degree mainly because of inaccessibility of educational facilities and discrimination in the teacher hiring process. As a result, 'outsiders' get to benefit from employment opportunities while locally trained teachers, who are often more dedicated, are disqualified in their own localities. Critics and teacher unions have expressed their concern over this policy saying it violates the preferred policy of continuity, tenure and the preference of local and female teachers for entry into elementary school level teaching positions (Jamil, 2004).

In the elite private schools, recruitment is usually done through newspaper or website advertisement. All candidates are expected to take a test followed by an interview and finally present a demonstration lesson in their subject area. The basic qualification of teachers is MA/MSc, Diploma from abroad, and BA/BSc/B.Ed etc.

##### **Private sector**

In elite private schools, teacher recruitments are usually done through advertisements in local newspapers or internet websites. All candidates take a written test, followed by interview and finally a practical teaching session to demonstrate their capabilities. The basic qualification is Master of Arts or Science degree (MA/MSc), diploma from an overseas institution or a BA, BSc or BEd. In the 'medium level' private schools,

recruitments are usually done through references or newspaper advertisements. Sometimes candidates have to take a test, other times they are interviewed and on the basis of their performance, appointed. In low-income private schools, recruitment is mostly through family references (i.e. relatives – sister, cousin, brother etc of a teacher who might be leaving the school). There is usually no test or performance-based teaching assessment. Teacher qualification for this level varies from higher secondary certificate to intermediate or bachelor's degree. Most teachers have recently graduated from college and are notably very young.

### **Community schools**

Community schools usually identify an educated person from within their own village to become a teacher. This mode of selection helps to reduce teacher absenteeism. The teachers are trained by the respective NGO in the multi grade system using interactive child-centred pedagogy. In such schools, a Village Education Committee (VEC) looks after the day to day management of the school, which includes teacher welfare issues.

## **3.2 TEACHER ATTRITION AND TURNOVER**

Teacher attrition at primary level can be due to voluntary or involuntary retirement. Voluntary retirement is when teachers choose to leave teaching early, and involuntary arises when certain circumstances force teachers to leave teaching, for example, due to poor health, compulsory transfer and postings to areas where teachers are reluctant to work in.

Teacher attrition data was not readily available, but informants believe that both voluntary and involuntary retirement among public school teachers is low. For many public school teachers, teaching is seen as a profession which offers job security. Although some teachers are not entirely satisfied with the profession, the opportunity for secondary employment makes it attractive. In rural areas, shop keeping as a secondary employment is popular, whereas in urban areas many teachers are known to engage in private tuition after school hours to increase their income.

According to informants, although the private sector attracts highly educated teachers, these teachers are not genuinely interested in teaching and are prepared to leave teaching whenever other job opportunities they consider more financially rewarding become available. In the case of women, those with high academic qualifications and with an urban background are usually not willing to serve in rural areas even where there are vacancies.

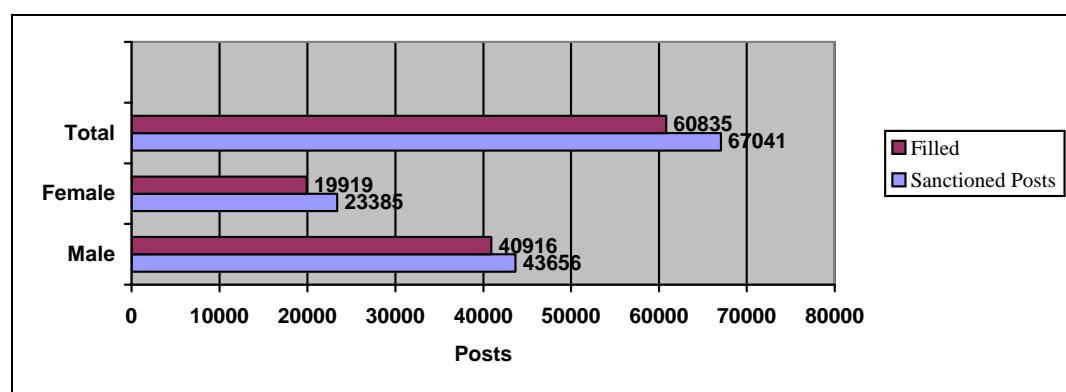
In community schools, attrition and turnover is high because of the incidence of female teachers getting married and leaving the villages in which these schools are located, whereas many male teachers tend to leave their jobs to join the armed forces.

### **School vacancy rates over time**

Figure 3.1 shows a comparison between sanctioned and filled posts in the Directorate of Education, North West Frontier Province (DoE, NWFP). The vacancy rate is about

9.25 percent. The figures clearly show that there is a shortage of male and female teachers. To fill these teaching vacancies, the government introduced the new contractual appointment strategy. Teachers on contractual appointment are often the ones who are likely to leave. They use teaching as a ‘stepping-stone’ to other professions. Some of the vacancies are created by the fact that teachers refuse to take up appointments in rural areas.

**Figure 3.1 Comparisons of sanctioned vs. filled posts (Primary Teachers) in Directorate of Education, NWFP**



Source: EMIS DoE NWFP, June 2004

### Teacher Absenteeism and Time Keeping

Teacher absenteeism has been identified as a major problem in primary schools (see Box 3.1). When teachers show up in the classroom and stay for the specified time, this can have a huge difference in student learning and achievement. As learning levels improve as a result of dedicated teaching, more students are likely to continue with their schooling. The impact of teacher absenteeism is much stronger on girls than on boys, because the demand for girls' education is more responsive to whether any learning actually takes place (King, Orazem, and Paterno 1999).

The Pakistan Rural Household Facilities Survey (2001) found that there were no classes being held in 34 out of the 200 schools it surveyed – cases of so-called “ghost schools”. In the schools that were open, close to one-fifth of the teachers were absent and with no official permission. Generally, teacher absenteeism is much higher among male teachers than among female teachers.

But, it is common for women teachers to arrive late and leave early because of transportation difficulties and for security reasons. Most women teachers reside in towns and commute daily to their work place. Residential facilities are not available in the villages but also it is difficult for women to leave their families behind and live separately. To address the problem of teacher absenteeism, the government decided to appoint teachers from within the union council of the school. However, this strategy has not been very successful as most of the time, these teachers are found socializing with members of the community instead of being in school, e.g. attending wedding ceremonies, funerals and other social events, which has an adverse impact on the school's working hours. The problem of teacher absenteeism is also linked to the lack of a system which makes them accountable to the community, parents and students.

### **Box 3.1: Teacher absenteeism in Pakistan**

A study in rural areas shows that out of 125 schools visited by the survey team, only 96 happened to be open at the time of the visit. Moreover, of these 96 schools, only half were classified as "fully functional," and almost a quarter had fewer than half of their teachers present (Gazdar 2000). A government schoolteacher with one year of experience can legally miss 18 percent of the school term. And beyond the legal leaves, teachers take many unauthorized leaves. In Lahore, more than 40 percent of head teachers in government schools believe that absenteeism among teachers is a serious problem, as compared with 23 percent of head teachers in private schools; there are corresponding effects on student test results (World Bank 1996).

### **3.3 TEACHERS CODE OF ETHICS**

There are almost no reported cases of teacher student sexual relations or harassment at the primary level. Public primary schools are single gendered which limits interaction between the opposite sex within schools. According to an Actionaid (2004) Pakistan study report titled "violence against girls and the education system", girls in secondary schools identified sexual harassment<sup>9</sup> as the most pervasive form of violence against them. The research covered girls of schooling-going age from five to eighteen years of age. The study found that abuse against girls was most common among girls of ages between twelve and eighteen. Generally, because there are few secondary schools usually some distance away from the village, students have to travel long distances to school, which makes girls very vulnerable to abuse and harassment. According to the Actionaid (2004) study, less than a fifth of girls enrolled in primary schools complete secondary education owing to the above-mentioned reasons.<sup>10</sup>

### **3.4 INTEREST IN TEACHING AND LESSON PREPARATION**

As soon as a visitor steps into a public primary school s/he will notice that classrooms are over-crowded, students are bored, and teachers unconcerned. There are multiple factors behind this scenario: high student-teacher ratio in public schools (i.e. national ratio 1:48), especially in urban areas schools, which creates disciplinary problems. Lack of interest in teaching is evident from the classroom practices of teachers. Teachers do not use systematic logical sequences in teaching; often do not organize available time for teaching to maximize time on task, and rarely reinforce learning through feedback (see Box 3.2).

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<sup>9</sup> Violence against girls in the context of education takes place in schools; on the way to school and around schools and it has many forms like sexual violence, sexual harassment, intimidation, teasing, and the threat of violence.

<sup>10</sup> Actionaid Pakistan study report Violence against girls and the education system, 2004

### **Box 3.2: Primary school teaching and learning environment**

There was very little evidence of any new approaches being used by teachers of English, mathematics and science in the classroom. Reliance on the textbook and rote learning remained the core approaches to pedagogy. The blackboard continued to occupy a central place in communicating textbook information to the students. Charts and posters were visible in some classrooms but they were not used for teaching. Models and other teaching aids or kits were not in evidence.

The strategies and methods applied by the teachers in almost all schools were common and traditional i.e. teaching through lecturing, rote learning and memorization ... Teachers depended only upon teaching through the blackboard and textbooks and none of the observations showed that the teachers prepared or used charts, posters

**Source:** Effectiveness of in-service teacher education programmes offered by the University of Education, Lahore

Parents resent the practice of forcing students to pay tuition fees whilst teachers waste instructional time. Beating is also common practice among girls' school, as well as compelling students to do chores. Parents also complained of teachers demanding gifts from students. At other times, teachers demand money from students for rent even though they may be receiving government rent allowance. In one case, the parents pointed out that the teachers demanded Rs. 50 per annum as fees (without proof of a receipt) when the fee was only Rs. 27 (Rashid, 2000).

One of the factors that could account for teachers' job dissatisfaction is the extra duties they are expected to perform (e.g. polio eradication exercise, national census, elections etc.), which takes them out of the classroom for long periods

As noted earlier, most public school teachers do not have the intellectual and professional freedom to design curriculum and choose textbooks suitable for their students' needs. Few are ever consulted on any of the committees that review and design curriculum and textbooks in the Ministry of Education.

### **3.5 POOR COOPERATION WITH SCHOOL MANAGEMENT**

In 1999, teacher trade unions rose against the formation of SMCs, arguing that illiterate parents and community members lack the ability to manage and run schools. This protest forced government to change the name and role of SMCs. During our survey, it became evident that some SMCs or School Councils lack the capacity to perform their roles satisfactorily. This had created distrust between SMCs and school teachers, and affected the professional and welfare support teachers are expected to receive from a well-functioning SMC.

Informants also pointed out that often there is lack of cooperation between teachers and their managers because of poor promotion prospects. In addition, teachers are given contractual appointments that lack job security and teachers sometimes have to teach in classrooms without walls and under extreme weather conditions especially in rural areas.



### **3.6 DISMISSALS AND INDUSTRIAL ACTIONS**

There are hardly any cases of teacher dismissal in the public school system. This, informants, explain arises from the fact that teachers often have political connections which allows them to stay or get transfers rather than be dismissed for gross misconduct. Teacher unions are known to back teachers who are being investigated for misconduct. District officials have been known to block transfers and dismissals, thus undermining the professional code of conduct.

### **3.7 LEARNING OUTCOMES**

As noted earlier, teacher promotions are determined by seniority rather than from evidence of exemplary performance or achievement. Thus, unlike private schools, public school teachers feel less threatened of losing their jobs, of not getting promoted, or receiving salary increment as a result of poor student performance.

In June 2004 the Academy of Educational Planning and Management (AEPAM) conducted a study to assess the learning achievement of grade five students in both public and private schools in Pakistan. For the study, 12 districts were selected and from each district 12 primary schools - 8 government and 4 private schools were randomly selected, and from each school 20 students studying in the 5<sup>th</sup> grade were randomly picked for testing. In all, 3442 students, comprising 1943 boys and 1499 girls were assessed.

The study found that private school students out-performed their public schools counterparts. Interestingly, it found that teachers' academic and professional qualification had a positive influence on student achievement in general and particularly on the achievement of girl students. Also, it found that teacher's qualification had greater influence on the performance of urban students than rural students. The students taught by matriculate teachers obtained the highest score followed by students taught by intermediate level qualified teachers in the urban area. Students taught by the teachers who do not hold BA/MA degrees secured the highest score.

As far as gender was concerned, teachers' professional qualifications seem to have more impact on girls' performance on the tests, than on boys in both rural and urban schools. The study also found that teaching experience matters when it comes to student achievement, and that it had more positive impact on girls' performance than boys, as well as on the urban student than the rural student.

Table 3.1 shows the results of a national survey conducted by the World Bank, which confirms that there is a positive link between the presence of women teachers and the academic performance of students. Both boys and girls in rural and urban areas performed better when taught by a female teacher because children find women teachers' sympathetic, patient, affectionate and open to questions and discussions.

The findings of both the World Bank study and the AEPAM suggest that dedication and commitment are as important to student achievement as qualification level.

**Table 3.1: Students' Composite Scores According to Teacher's Gender (Pakistan)**

TEACHERS	URBAN			RURAL		
	Girls	Boys	Total	Girls	Boys	Total
Women	63	60	62	63	71	64
Men	53	56	54	50	59	55

**Source:** Determinants of primary students' achievements: National Survey Results (2004); MSU; Islamabad

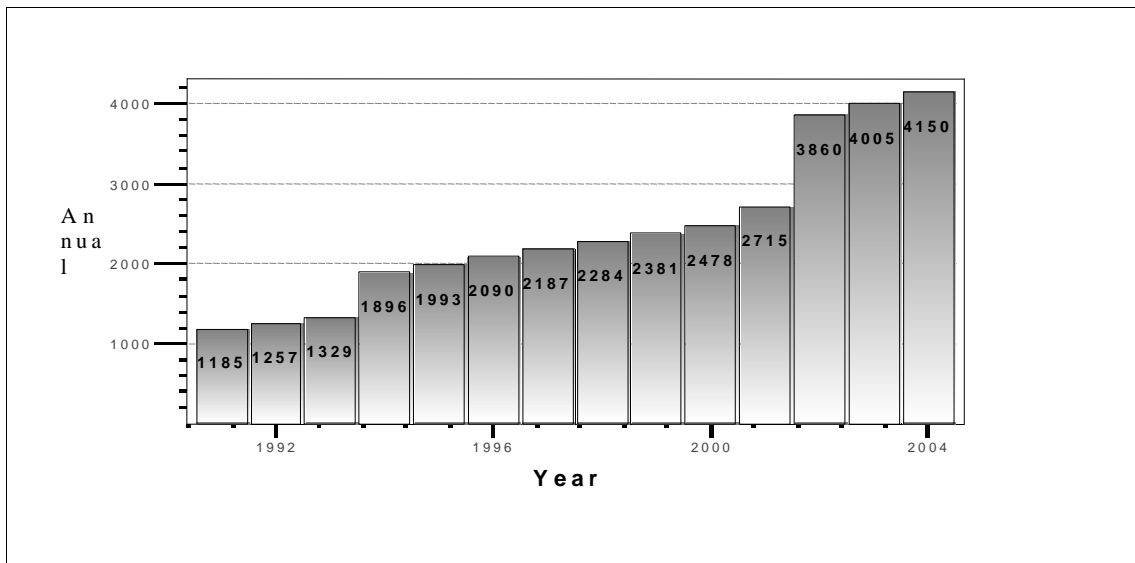
### 3.8 PAY AND ALLOWANCES

#### Public sector

The pay of all government civil servants is governed by the Basic Pay Scales (BPS) system. There is no separate pay structure for teachers. They are normally placed on BPS 7, 9 or 16 (*See Table 3.2 for pay, allowances and benefits for years 1994, 2000 and 2004*). According to the civil service appointment rules, a person with ten years of education and age which falls in the permissible age limit of employment (18-25 years), can be appointed as a primary teacher on BPS 9 (BPS 7 in case of NWFP). Teacher incremental salary increases are quite nominal. Figure 3.2 show the increase in the salary of primary school teachers without any promotion (*see Annex 2, figure A2.1 & A2.2 for salary comparisons of teachers with one promotion and with two promotions over last ten years*). Generally, promotion is dependent on acquisition of additional qualifications. Thus, a primary school teacher with long years of teaching experience is unlikely to be promoted until he or she has acquired additional qualifications. This can become a disincentive for long serving primary school teachers who have a wealth of experience but lack further professional qualification to gain promotion.

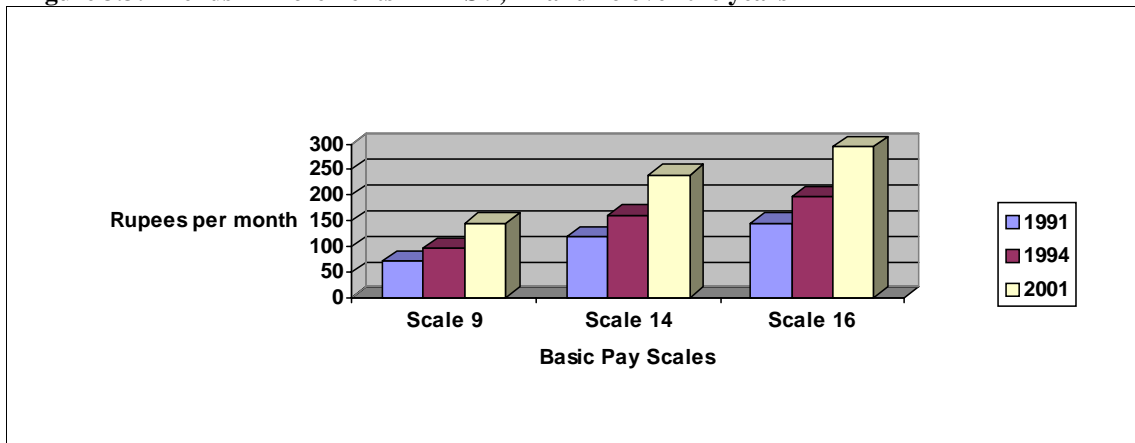
When a teacher is promoted to BPS 14 this is considered one promotion. The promotion to BPS 14 is linked to 5 years of experience as a primary teacher and twelve years of education. Induction to BPS 14 is through a mix of direct appointments and by promotions from the lower grades. The quota for direct appointments is fixed at 50 per cent whereas the remaining fifty percent comes through promotions from the cadres of primary teachers. This leaves the possibility that a primary teacher remains in BPS 9 for most of the career. The teachers who keep on enhancing qualifications keep on adding to their grades.

**Figure 3.2: Annual increase in salary of a public school primary teacher without promotion**



Similarly when a teacher gets promoted to BPS 16 it is considered one promotion. At the secondary school level, three years teaching experience is required before one gets promoted. The induction to BPS 17 is governed by 100 per cent direct appointment for a senior teacher, for the positions of Deputy Headmaster/Mistress, 75 per cent of the posts are filled by promotion from the trained graduate teachers of BPS 16 with three years of experience and the remaining through direct appointments. It is possible for a scale 9 primary school teachers to retire as a scale 17 officer, provided the teacher keeps on improving her/his educational qualifications.

**Figure 3.3: Trends in increments in BPS 9, 14 and 16 over the years**



## **Private schools**

### **Elite schools**

Depending on qualification and experience, elite schools can offer a salary package for teachers of between Rs 8000 to Rs 15000 per month. Other benefits include provision of school transport on nominal charges, paid leave for three months, paid maternity leave (after probation period and completion of one year), gratuity fund, annual functions and excursion trips. Some elite schools offer reduced fees for the children of teachers in their school. For example, no tuition fee in the case of one child, half tuition fee in case of two children- however the teacher has to pay admission fee.

During the focus group discussion, all teachers in the elite schools expressed satisfaction with their salary package, but complained about the workload.

### **Medium private schools**

The medium level private school teachers complained that their pay is not enough to meet their expenditure. Average salary ranges from Rs 3000 to Rs 9000 per month (depending on experience and qualification). They are not offered any paid leave, hardly any training and comfortable working environments as in elite schools. The teachers also complained that they are not provided with incentives such as free transport to school, paid leave (a teacher is eligible for a paid leave of one month after completion of one year). Drinking water and toilet facilities are not satisfactory, which makes some teachers unwilling to attend school regularly, especially those with health problems. Workloads can be very high with some teachers responsible for teaching 4 to 5 subjects. Classrooms are not resourced adequately. Although female teachers are entitled to maternity leave with pay, sometimes teachers are not paid this benefit.

Some schools also offer the “*one free child admission*” incentive for teachers depending on their years of service at the school. Overall the teachers said they are not satisfied with their current salary package. They pointed out that better benefit system, regular in-service training, well-resourced classrooms, paid leave and good salary increments would motivate commitment and better performance on the job.

### **Low income schools**

The salary package for low-income private school varies from Rs900 to Rs2000 per month, depending upon the references they provide, qualification and experience. The annual increments are only 3 to 4 percent of their monthly salary and there is no policy for regularising the pay and incentive structure of teachers in low-income private schools. Some schools may increase teachers' salary after one year, other schools in the middle of the year, whilst others will base increases on references (*sifarish*). No benefits or allowances are offered to the teachers of low income schools.

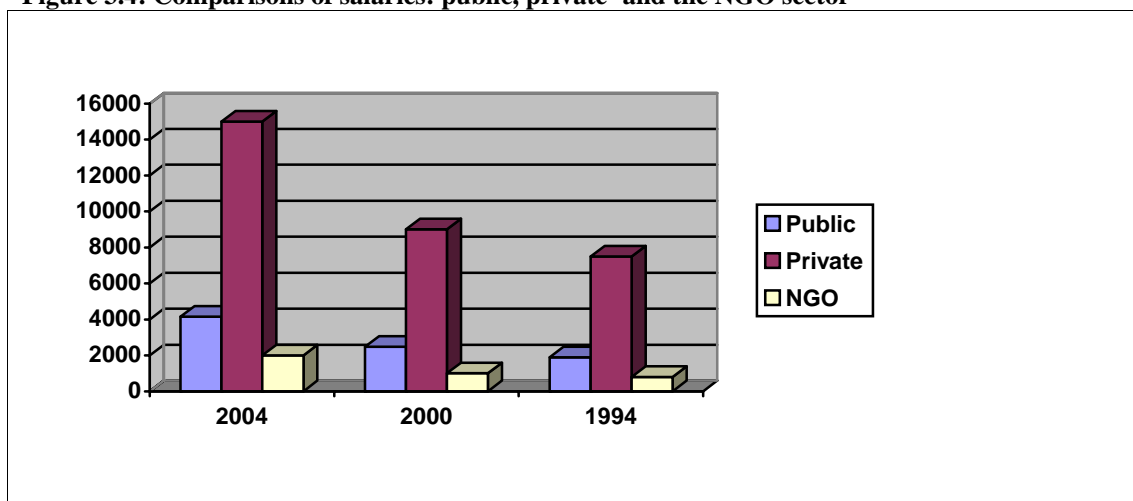
## NGO/Community Schools

Salaries vary in NGO/Community Schools, ranging from Rs.600 to Rs.2000 per month. This variation depends upon the donor and the qualification and education of the teacher. Donor based determinants of teacher salary include the donor type, type of funding, intervention strategy, implementation mode, level of assistance offered and so on. Donors include international NGOs, multilateral development institutions (for project based assistance) and national and local development bodies.

## Comparison of salaries

Findings from the Consumer Price Index indicate that there is a gap of 10 points between the increase of the public school teacher's salary and increase in the prices of the consumable items. In 2004 the prices of consumable items was more than double the amount of the prices of 1991. (See annex 2: Figures A2.3 & A2.4 for Consumer Price Index whereas Table 3.2 below reflects pay and allowances for BSP 9- 20 for the years 1994, 2000 and 2004)

**Figure 3.4: Comparisons of salaries: public, private\* and the NGO sector**



\*There is wide variation in the salaries of the three types of private schools. For the computation of private school teacher salaries, the average of the three school types was used. Data was collected and computed by the study team.

Figure 3.4 shows the comparison and increase in the salaries of the teachers in three sectors (public, private and the non governmental organization sector), over a period of time. It indicates that private school teachers have higher salaries as compared to the public school teachers.

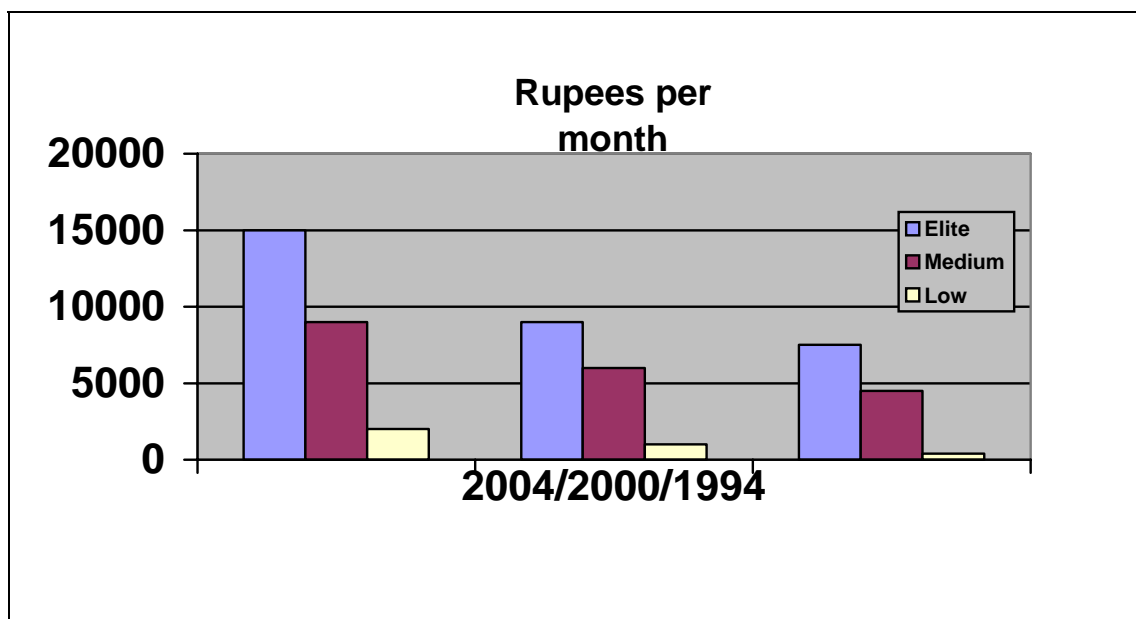
**Table 3.2: Pay and allowance for the years 1994, 2000 and 2004****(Pay and allowances remained unchanged from 1994 to 2001 and then again for 2001-2004)**

YEAR	BPS	Basic Pay	House Rent	Conveyance Allowance	Special Allow. 1994	Medical Allow.	Special Relief Allow 2003	Adhoc Relief 2004	Total Allow.	Grand Total	Annual Increment
(2001-2004)	9	2,410	533	170		210	362	362	1,637	4,047	145
(1994-2001)	9	1,605	355	130	401.25		401.25				97
(2001-2004)	10	2,490	553	170		210	373	373	1,679	4,169	160
(1994-2001)	10	1,660	369	130	415						107
(2001-2004)	11	2,490	573	340		210	388	388	1,899	4,489	175
(1994-2001)	11	1,725	362	193	431.25						116
(2001-2004)	12	2,745	609	340		210	411	411	1,981	4,726	190
(1994-2001)	12	1,830	406	193	457.50						130
(2001-2004)	13	2,925	648	340		210	440	440	2,078	5,003	215
(1994-2001)	13	1,950	432	193	487.50						144
(2001-2004)	14	3,100	688	340		210	465	465	2,168	5,268	240
(1994-2001)	14	2,060	459	193	516.25		516.25				161
(2001-2004)	15	3,285	729	340		210	492	492	2,263	5,548	265
(1994-2001)	15	2,190	486	193	547.50						177
(2001-2004)	16	3,805	843	620		210	570	570	2,533	6,338	295
(1994-2001)	16	2,535	562	355	633.75		776				197
(2001-2004)	17	6,210	1291	620		0	931	931	3,493	9,703	468
(1994-2001)	17	3,880	861	355	776						290
(2001-2004)	18	8,135	1694	620		0	1120	112	4,474	12,609	585
(1994-2001)	18	5,085	1129	355	1017						366
(2001-2004)	19	1,240	2583	620		0	1860	1860	6,643	19,043	615
(1994-2001)	19	7,750	1722	355	1550						385
(2001-2004)	20	14710	3064	620		0	2206	2206	7,816	22,526	950
(1994-2001)	20	9,195	2043	355	1839						440

**Source:** Federal Directorate of Education, Data Processing Center, A.G.R.P. Islamabad, Federal Ministry of Finance.

Light rows represent figures for years 2001-2004. Dark Rows represent figures for years 1994-2001

Figure 3.5: Comparison of salaries of private schools



### 3.9 LIVING AND WORKING CONDITIONS

Inadequate living and working conditions are major problems faced by teachers. Lack of availability of transport, security and residential facilities in remote rural areas, especially for female teachers is a big issue. High student teacher ratio also affects quality of teaching and linked to the emotional and physical well being of the teacher. The standard classroom size is 28 x 18 feet which is not sufficient space to accommodate high student numbers, which means, at times, teachers moving their classes outside the classroom.

During the individual and focus group discussions with teachers we learned that most of the primary schools lacked adequate furniture and space for women teachers to relax during their break period. There are no separate toilets for girls and women in the majority of primary schools in rural areas. Drinking water is also an issue in these schools. In addition, there are no nearby primary health care services where female teachers with babies can send them in case of an emergency. The absence of such basic facilities nearby is a major source of teacher de-motivation for female teachers as some would have to go to somebody's house or to a distant place to use the toilet or to nurse their baby.

Poor evaluation practices also de-motivate teachers. The phenomenon of contractual appointments in public schools creates job insecurity and is a major source of teacher de-motivation. Frequent transfers of teachers for political reasons de-motivate teachers, especially male teachers. Late payment of salaries is another major source of dissatisfaction. During the study, it was found that in the Punjab province, teachers receive their salary as late as 20<sup>th</sup> of the following month, when this is supposed to be paid by the first week of each month.

**Table 3.3: Physical facilities in primary schools of Pakistan**

Facility	Urban				Rural				Total			
	Boys	Girls	Mixed	Total	Boys	Girls	Mixed	Total	Boys	Girls	Mixed	Total
Building	400	344	260	1,004	9,042	3,820	6,101	18,963	9,442	4,164	6,361	19,967
Electricity	2,756	2,686	960	6,402	39,583	23,958	11,399	74,940	42,339	26,644	12,359	81,342
Drinking Water	1,723	1,325	647	3,695	28,504	15,606	7,959	52,069	30,227	16,931	8,606	55,764
Boundary Wall	2,098	743	582	3,423	34,168	8,574	9,093	51,835	36,266	9,317	9,675	55,258

**Source:** Pakistan School Education statistics 2002-03, AEPAM

Socio-cultural factors and gender discrimination also add to the problems of female teachers. Religious restrictions and wearing of the *purdah* (veil) for women sometimes interferes with discharging their duties in rural primary schools. Family expectations and household responsibilities also make it difficult for women teachers to devote much time to lesson preparation at home. In effect, the school environment is often not 'women-friendly'. There is anecdotal evidence to suggest that senior teachers, principals, district-level monitoring staff and educational supervisors often harass female teachers in both rural and urban areas.

With few educated women in rural areas, the majority of the current teaching force has to come from urban areas. Usually these women are unwilling to work in rural or remote schools. Also, they are unwilling to identify with rural life and develop positive relationships with members of the community. Informants pointed out that even where educated women express willingness to work in rural areas, they are often discouraged not to take up teaching positions by their families. But also, non-local teachers are not always welcomed by the local community and their needs not fully appreciated by the poor local community.

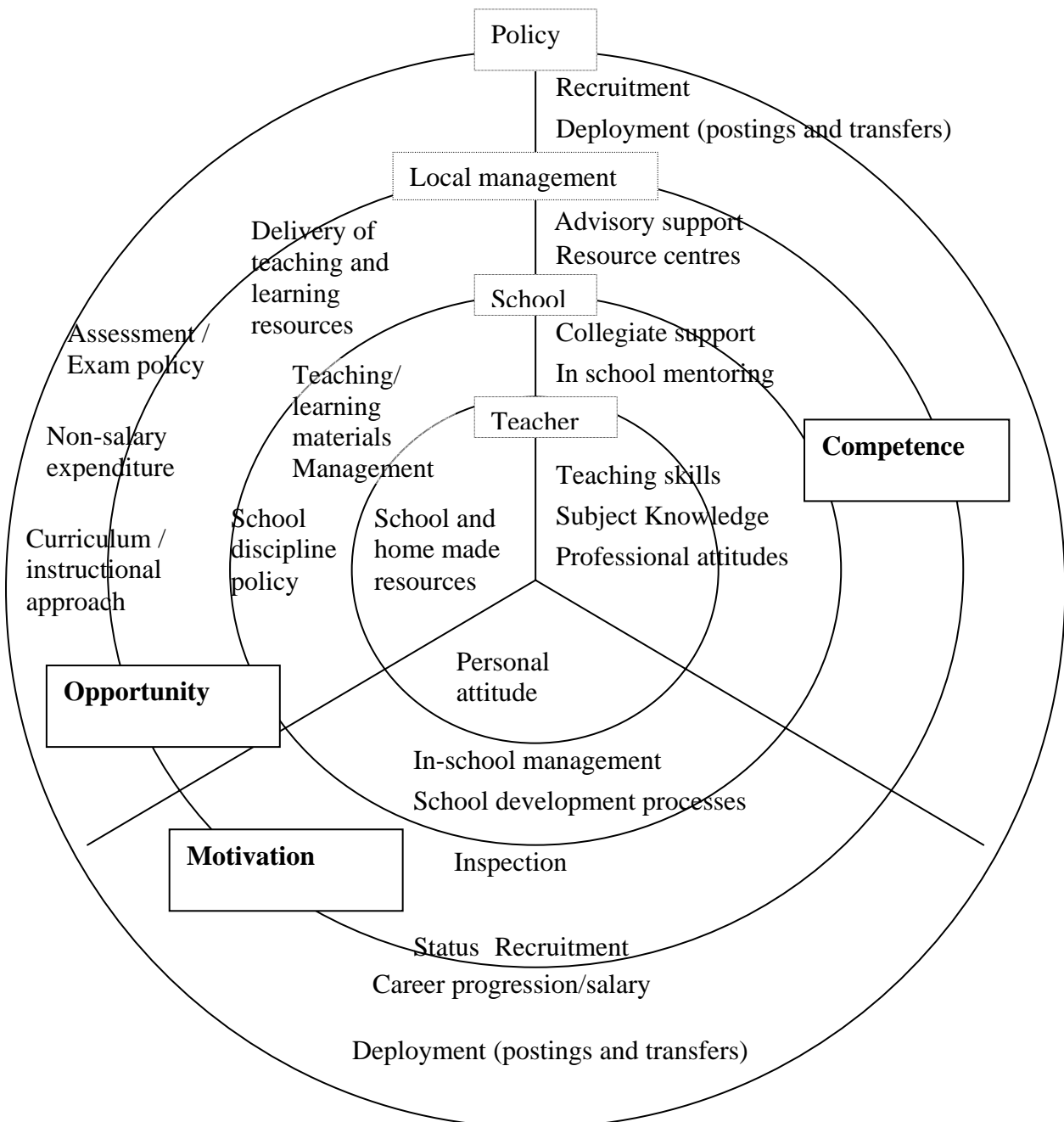


## 4. MAIN CONCLUSIONS AND RECOMMENDATIONS

### 4.1 MAIN CONCLUSIONS

Competence, motivation and opportunity; are three core areas that affect performance of teachers. “Figure 4.1 shows the three core areas and the four spheres of interaction: the teacher, the school, local management and policy.”<sup>11</sup>

**Figure 4.1: Core areas and four spheres of interaction**



<sup>11</sup> Note on policies and actions to support teacher performance, Beala R. Jamil

This section examines why teachers fail to do what they want to do. We will use the four spheres in Figure 4.1 i.e. teacher, school, local management and Policy to discuss the key issues.

### **The Teacher**

Teachers' performance is restricted because of various limitations. Teacher competence is affected by the quality of pre service training and where they are lacking in subject knowledge proficiency this hinders their teaching and undermines their confidence in teaching. Although teacher training is important in producing teachers who are professionally capable of making a difference in student learning and achievement, other policies are required that support the teacher in delivering the quality of education expected. Good promotion prospects and effective teacher management are two critical ones that are lacking in the support structure for primary school teachers in Pakistan.

We found that teachers have low self-esteem and feel they are not respected by communities and society in general. Schoolteachers in general and primary school teachers in particular feel that compared to other professions, teaching is a low status job. In fact, the status of teachers, particularly male teachers, has suffered so severely that educated unemployed become teachers only as a last resort and leave immediately when better and more respected job opportunities comes along.

The teacher's social status cannot be enhanced solely through legislation. What is needed is a two-track approach which (a) provides teachers with effective training, decent working conditions and remuneration, and (b) which at the same time, demands unswerving commitment and dedication from them.

### **The School**

Poor working conditions discourage potential good candidates from considering a career in teaching and makes long term serving teachers want to leave the profession. Both teachers and students have to endure very deplorable school environments. According to the 1998 Human Development report on South Asia, 70 per cent of schools in Pakistan have no toilets, 68 percent no drinking water, 92 percent no playgrounds, 60 per cent no boundary walls and 16 percent are without a building. Lack of transport, security and residential facilities in remote rural areas also discourage youngsters to opt for teaching. Good schooling environments can have a strong positive effect on teacher's motivation to teach because of the equally positive environment it connotes.

### **The Local Management**

It is crucial for the federal government to back statements of commitment to the teaching profession with real action. It is also important for provincial governments to include teachers in developing teacher policies, especially those which impact on their professional and general welfare.

During the focus group discussion it was evident that one of the major de-motivating factors is lack of encouragement from the Head teacher and School Management Committees (SMCs). Headteachers need to be given the responsibility of managing their staff and important decisions which affect the school and especially the professional well-being of teachers must be handled by the headteacher supported by the SMC. At the moment this is not happening. International evidence suggests that the one single factor that can make a difference to the quality of teaching in a school is the leadership provided by a good head teacher.

There is real system of accountability for teachers. Teachers are often accountable to their respective education departments, which are far removed from their locus of operation. The absence of effective accountability makes it easy for teacher absenteeism to go unchecked. Even the presence of SMCs and PTAs has not been able to ensure that teachers attend classes regularly, because their power and influence does not extend to teachers. Unless headteachers are given the mandate and are empowered to manage their own staff, the problem of teacher absenteeism will be difficult to solve.

## **Policy**

Recruitment, postings, transfers and promotions are key motivational factors. The study found that promotions are based on seniority and not performance. The absence of a mechanism to recognize the achievement of teachers' means there is less motivation among public school teachers to promote effective schooling. Informants indicated that non-transparent appointments and transfers are a major source of job dissatisfaction. There is little opportunity for career advancement in the teaching profession in Pakistan, especially for primary school teachers. To advance in the career, most think of moving into secondary school teaching. This, however, impacts negatively on primary school teaching since they tend to lose a good cadre of teachers to secondary schools.

Inadequate salary has been repeatedly mentioned as the prime cause of teacher de-motivation. In Pakistan, public primary school teachers earn roughly between Rs 4000 - Rs 6338 (\$68 to \$105)<sup>12</sup> per month. This is almost equivalent to what a cook or gardener will earn. Private school teachers can earn between Rs.900 to Rs.15, 000 (\$15 to \$250)<sup>13</sup>, depending on which type of private school it is. It is the case that financial security helps private school teachers, especially those teaching in elite schools to concentrate on their jobs. Because many primary school teachers in Pakistan are forced to take on extra jobs to supplement their incomes, they are often absent from the classroom. It is important that performance-based incentives are introduced to motivate and reward teachers who demonstrate commitment and effectiveness in their teaching job. The system, as it stands, provides almost no incentive for the primary school teacher to increase his or her output.

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<sup>12</sup> One US dollar = Pak Rs.60/-

<sup>13</sup> Data collected by the study team

## 4.2 RECOMMENDATIONS

The following are specific recommendations that stakeholders and informants indicated are needed to improve teacher motivation in Pakistan

- Federal, Provincial and District governments must ensure the local policy infrastructure envisaged in the Education Sector Reforms and District Devolution Plan becomes a reality. Inclusion of teachers in decision-making is important for bottom up communication of priorities and needs. This can be done through the establishment of an independent professional body of teachers.
- INGOs and NGOs should engage with, and consult government schoolteachers in developing their strategies and plans so that teachers' professional and welfare needs are taken into account. They should encourage greater teacher involvement in policy-making for schools they manage or support
- Recruitment of teachers should be merit-based and the politicisation of the teaching profession should be addressed so that teacher management policies are not unduly influenced by people who have little interest school development.
- Policies need to be introduced to empower female teachers through special capacity building programmes and incentives. It evident from the analysis of teacher competence and impact on student achievement that female teachers can play an important role in school improvement. But often, teacher policies do not take into account their special needs and circumstances. It is important that greater attention is paid to strategies that can empower all teachers and hold them accountable for their performance. At the moment this is lacking in the teaching profession in Pakistan.
- Informants pointed to the need to improve the working conditions and remuneration for teachers.
- Pre and in-service teacher education must focus more attention on the practical aspects of teaching so that when new teachers enter schools they feel better prepared and motivated to handle the challenges that teaching throws up, e.g. teaching large class sizes, teaching with little resources etc.
- There is the need to strengthen the role that SMCs play in teacher selection rather than the current system where those directly responsible for school improvement have very little say in teacher recruitment and deployment.
- Strong commitment is required from leaders. (In Pakistan, education secretaries change frequently: in the seven years prior to May 2000, the average tenure of education secretaries was eight months at the federal level, nine months in the Sindh, ten months in the North West Frontier Province). This undermines effective policy implementation in education especially those that directly affect teacher's professional work and welfare.

## APPENDIX 1: PRIME STATISTICS

**Table A1.1: Primary Gross Enrolment Rates ( per cent)**

	1991	1995-96	1996-97	1998-99
Pakistan – Urban	81	88	87	91
Pakistan – Rural	59	64	63	61
	78	81	78	78
Pakistan – Male				
Pakistan – Female	53	60	61	60
Pakistan -- Aggregate	65	71	70	69

Source: Pakistan Integrated Household Survey (PIHS) for relevant years

**Table A1.2: Shares of Public and Private Sectors in Number of Schools**

Level	% Share of Public and Private Sectors in Number of Schools								
	1992-1993			1999-2000			Increase		
	Private	Public	Total	Private	Public	Total	Private	Public	Total
Mosque	0	100	100	0	100	100	0	-27	-27
Primary	11	89	100	12	88	100	19	81	100
Middle	17	83	100	50	50	100	82	18	100
High	14	86	100	41	59	100	82	18	100
Total	11	89	100	21	79	100	45	55	100

**Table A1.3: Teachers in Public and Private Sector Schools by qualification (1999-2000)**

Teachers in Private Schools by Academic Qualification				
	Matrix	FA/FSc	Graduates	Postgraduates
Primary	36	34	23	7
Middle	28	35	28	9
High	14	26	41	19
Total	25	31	31	13

Source: *Census of Private Educational Institutions in Pakistan 1999-2000*, Federal Bureau of Statistics, February 2001

**Table A1.4: Distribution of Male and Female Teachers (2000-2001) in Public Sector**

Level/Gender	Primary	Middle	Secondary education	Arts & science colleges	Grand Total
Total	335,100	106,200	174,611	27,822	638,733
Male	209,800	52,700	115,731	17,173	395,404
Female	125,300	48,500	58,880	10,649	243,329
Ratio of female teachers	37.4%	47.9%	33.7%	38.2%	38%

Source: Govt. of Pakistan, Economic

**Table A1.5: Community schools established under different NGOs<sup>14</sup>**

<b>Community Schools established under RSP's (73 districts all over Pakistan)</b>	
Community Schools	1089
Teachers trained	2153
Students	30,329
<b>Community Schools established under ABES (2 districts in Punjab)</b>	
Community Schools	46
Teachers	51
Students	1550
<b>Community Schools established under SAHE (3 districts in Punjab)</b>	
Community Schools	180
Teachers	180
Students	6000
<b>Community Schools established under AKES ( ?districts in )</b>	
Community Schools	
Teachers	
Students	

**Table A1.6: Showing entry qualification and training duration of Primary School Teachers**

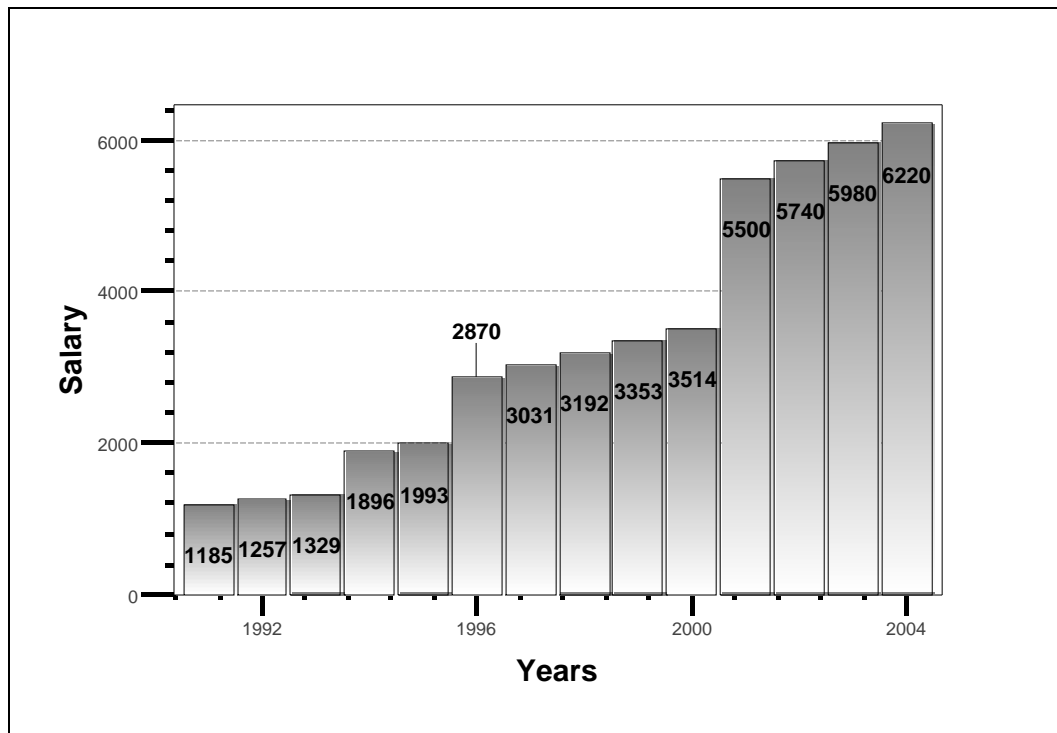
	<b>Total years of education required for admission to training program</b>	<b>Duration of teacher training (years)</b>	<b>Total years of education at the completion of training</b>
All countries ( <i>Mean years</i> )	10.499	3.088	13.477
Pakistan	10	01	11

**Source:** Iqbal Muhammad Zafar, "Teachers Training: The Islamic Perspective", Institute of Policy Studies, 1996, Page 139

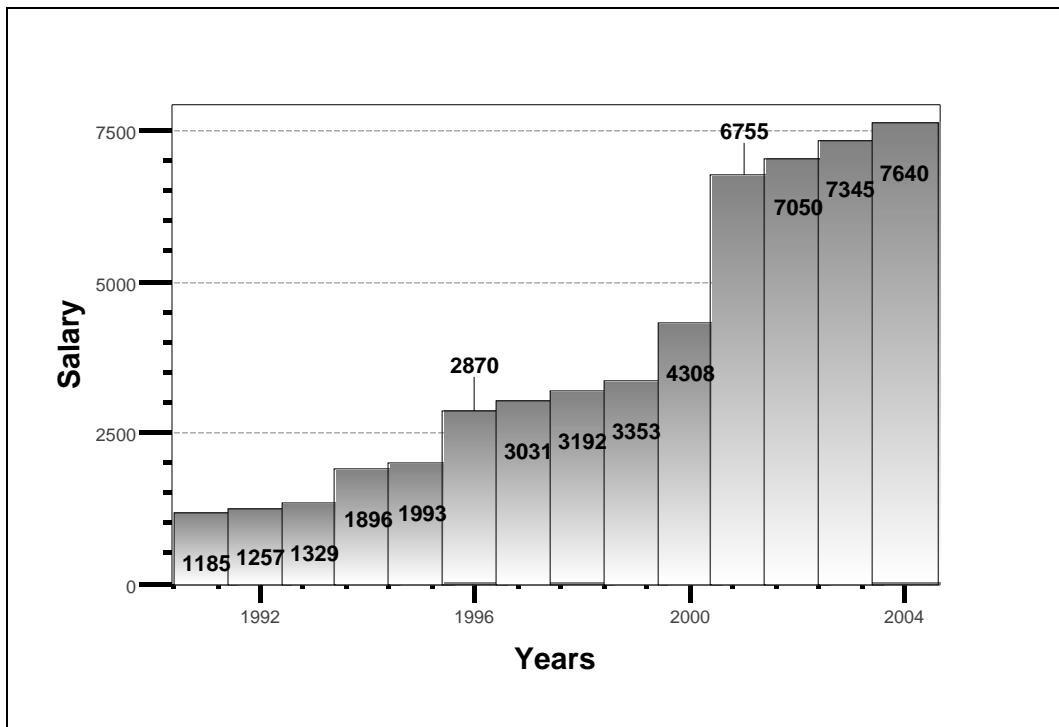
<sup>14</sup> Information about the community schools is not consolidated form; every NGO has information about their schools

## APPENDIX 2: SALARY TRENDS

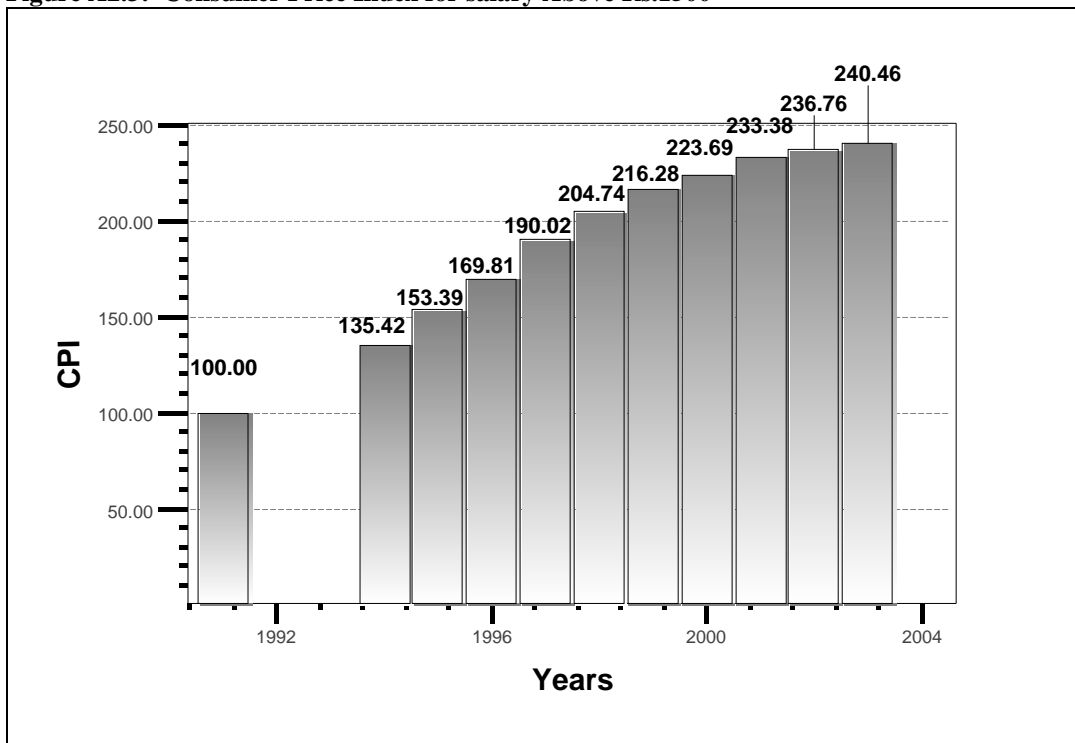
Figure A2.1: Increase in the salary of a Public school Primary Teacher with One Promotion



**Figure A2.2: Increase in the salary of a Public school Primary Teacher with Two Promotions**

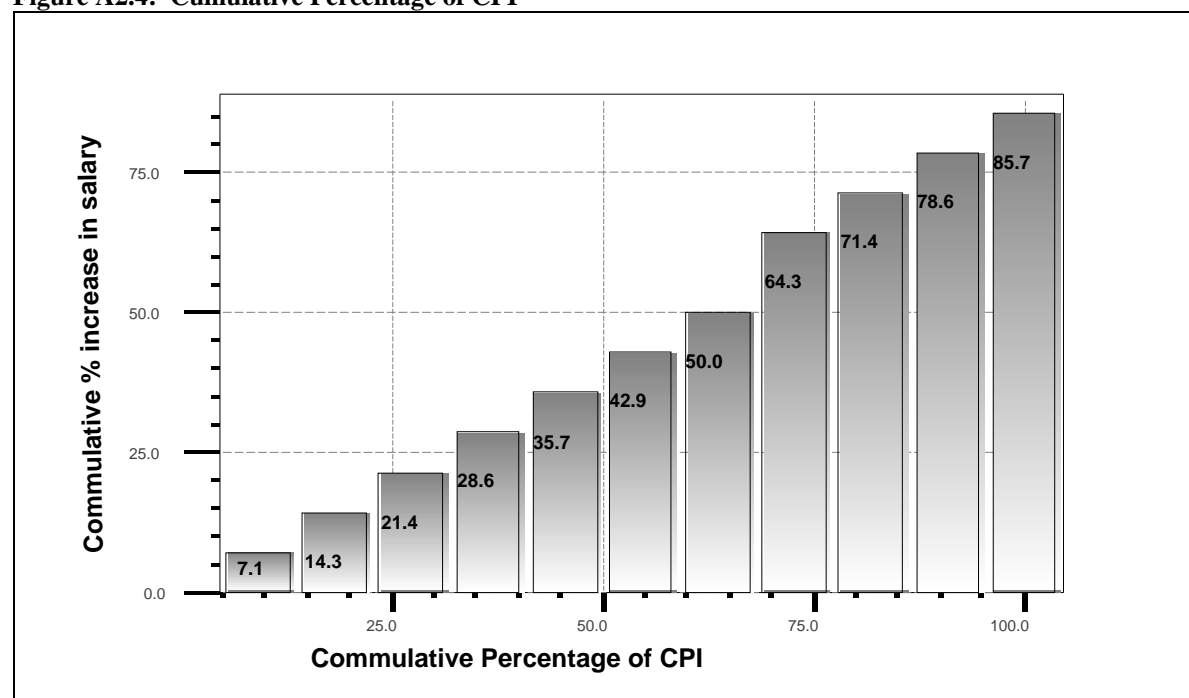


**Figure A2.3: Consumer Price Index for salary Above Rs.1500**





**Figure A2.4: Cumulative Percentage of CPI**



**Table A2.1: to show the average monthly household expenditure**

ITEMS	Pakistan	RURAL	URBAN
Food	4.8	53.8	41.4
Clothing and personal care	11.0	11.5	10.5
Housing	21.3	16.8	26.3
Health	3.3	3.7	2.9
Education	2.0	1.4	2.9
Transportation	3.7	3.0	4.4
Other (marriages & recreation)	10.7	9.8	11.6
All	100	100	100
Average monthly household expenditure (Rs.)	6546	5387	8964

Source: PIDE's 1998-99 PSES primary data

### APPENDIX 3: SANCTIONED Vs. FILLED POSTS

#### Comparisons of sanctioned vs. filled posts (Primary Teachers) in Directorate of Education NWFP

Districts	SANCTIONED POSTS			FILLED POSTS		
	Male	Female	Total	Male	Female	Total
Abbottabad	2465	1559	4024	2465	1425	3902
Bannu	1637	1126	2763	1515	853	2368
Chitral	978	386	1364	907	368	1275
Charsadda	2289	1197	3486	2117	1069	3186
D.I.Khan	1981	1145	3126	1881	1076	2957
Dir Lower	2192	1197	3389	1946	966	2912
Karak	1445	747	2192	1328	687	2015
Kohat	1402	876	2278	1300	734	2034
Kohistan	1349	580	1929	1245	241	1486
Manshera	3499	1635	5134	3371	1527	4898
Mardan	3433	1984	5417	2967	1625	4592
Malakand	1168	727	1895	1113	684	1797
Nowshera	1647	1141	2788	1647	1046	3055
Peshawar	3253	1988	5241	3080	1726	4806
Swat	2946	1464	4410	2721	1358	4079
Swabi	2373	1545	3918	2286	1140	3426
Buner	1341	428	1769	1142	307	1449
Haripur	1706	964	2670	1703	891	2594
Lakki	1501	643	2144	1344	521	1865
Tank	550	332	882	485	287	772
Battagram	1009	486	1495	964	323	1287
Dir Upper	1738	584	2322	1438	506	1944
Hangu	727	317	1044	586	243	829
Shangla	1027	334	1361	991	316	1307
<b>Total</b>	<b>43656</b>	<b>23385</b>	<b>67041</b>	<b>40916</b>	<b>19919</b>	<b>60835</b>

Source: EMIS DoE NWFP, June 2004

#### **APPENDIX 4: PRE-SERVICE COURSES; PRE-REQUISITES; DURATION AND ELIGIBLE CLASSES FOR TEACHING**

<b>Training Program</b>	<b>Qualification Requirements for Admission</b>	<b>Duration of Training in Academic Years</b>	<b>Levels/classes that can be taught</b>
P.T.C	Matriculation	1	I-V
C.T	Intermediate	1	I-VIII
Diploma Ed	Matrix	3 years after matric	1-VIII
	Intermediate	1 year after intermediate	
B.S.Ed. (12 + 3)	Intermediate	3	VI-X
B.Ed	B.A/B.Sc.	1½ years after BA, B.Sc or 3 years after Intermediate	VI-X
B.A in Education	Intermediate FA /FSC, A Levels	4 years	1-VIII in Private Sector
M.A Education			
MA in School Administration		M.Ed. 1½ years after B.Ed, MA and all specialized subjects in Education 2 years after BA/BSC	VI - XII + Students Teachers of PTC, CT and B.Ed + Supervision
MBE	BA, BSC, B.Ed.		Professional Institutions
MELTS			Universities
MTA			Management Positions
MA ECE			
MPhil & PhD in Education	M.A. M.S.C, M.Ed	2 Years and 3 Years	Professional Institutions Universities Management Positions

## **APPENDIX 5: LIST OF SAMPLE PRIVATE SCHOOLS**

### ***5 Elite Schools and teachers***

Ms Mariam Arshad  
City School Rawalpindi Branch

Ms Isma Hayee  
Froebels International Rawalpindi branch

Ms Naila  
Head Start School system Islamabad Branch

Ms Rubab Alvi  
Beacon House School system Rawalpindi branch

Mr Razzak  
Roots school system (Harley street branch, Rawalpindi)

### ***5 Medium Schools and teachers***

Ms Shafaq Khan  
Army Public School (Ordinance road, Rawalpindi branch)

Mrs Aliya Malik  
Am Anglo Montessori and Primary School (West ridge branch, Rawalpindi)

Mr Ali Waqas  
Embrose Hall (Westridge road Branch, Rawalpindi)

Mr M Akmal Raja  
The Pegasus School system (Satellite town Branch, Rawalpindi)

Ms Aliya Malik  
The Educators (Adyala road branch, Rawalpindi)

### ***5 Low Income Schools and teachers***

Mrs. Nuzhat Ifthikar  
Principle cum teacher Nilore Model School (Chirah Chowk, Khanna pul, ICT)

Mr Ijjaz Tabbsum  
Rising Star School (Dhok Kashmirain ,Rawalpindi)

Mr Ali Abbas  
Baby Heaven Kindergarten and primary school (Ali Pur Farash, Khanna Pul,ICT)

Mr M. Munawar Khan  
The State School (Chaklala Scheme 111, Rawalpindi)

Ms Safia Bano  
The Radiant School (Kuri road, Islambad)

## **APPENDIX 6(a): LIST OF INTERVIEWEES**

1. Abid Ali, Community Schools Coordinator, Adult Basic Education Society (ABES)
2. Arif Amin, Programme Officer, (Education) Aga Khan Foundation
3. Arshad Nafees, Head Institutional Reforms, Education Sector Development Program, GTZ, NWFP
4. Beala Raza Jamil, Chairperson, Idara-e-Taleem-o-Aagahi, Center for Education and Consciousness
5. Dr. Abida Mubashar, President Head Mistress Association, Lahore Cantt
6. Dr. Fareeha Zafar, Director, Society for the advancement of Education (SAHE), Lahore
7. Dr. M. Saleem, Deputy Education Advisor, Planning and Policy, Academy for Educational Planning and Management
8. Dr.Haroon Jatoi, Joint Education Advisor, Ministry of Education, Islamabad
9. Edwin Samson, Chief Coordinator, Adult Basic Education Society (ABES), Rawalpindi
10. Dr. Muhammad Memon, Director IED- Institute of Educational Development, Agha Khan University, Karachi.
11. Fawad Shams, Technical Director, Teacher Training, Education Sector Reforms Assistance (ESRA) Project.
12. Shahzad Mithani, Education Consultant
13. Faiza Zahid, Senior Teacher FG School, Islamabad
14. Huma Mirza, Consultant Teacher Training, Canada Pakistan Basic Education Project (CIDA), Islamabad
15. Humera Tahir, Senior Teacher, OPF, Girls School, Islamabad
16. Iqbal Jatoi, Country Representative, Academy for Educational Development, Islamabad
17. Irum Sheikh, Senior Teacher, FG Girls School, Islamabad
18. Muhammad Jamil Najam, Director Public Instruction & Director Community Participation Project, Punjab, Lahore
19. Nasreen Gul, Specialist Teacher Training, AED, Islamabad
20. Neelofar Asif, Teacher training Coordinator, Adult Basic Education Society (ABES)
21. Pervaiz A Shami, Director General, Planning and Policy, Academy for Educational Planning and Management, Islamabad
22. Shadmeena Khanum, Teacher Training Consultant

## **APPENDIX 6(b): STUDY TEAM MEMBERS**

1. Tanya Khan
2. Erum Wali Khan
3. Naveed ul Haq
4. Sadaf Zulfiqar

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