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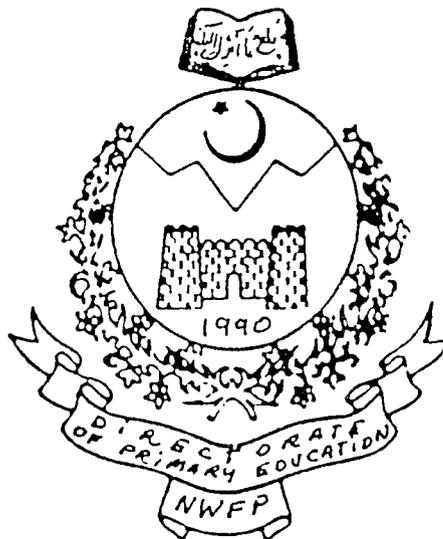
PRIMARY TEACHERS IN NWFP:  
REGULATIONS AND PRACTICES WHICH  
GOVERN THEIR RECRUITMENT AND  
PLACEMENT

prepared by

Jamsheeda Khan, Consultant, PED Program

Richard Cowell, Training Specialist, PED Program

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## SUMMARY AND PRIORITY RECOMMENDATIONS

This report examines the most important rules, regulations and common practices which determine the recruitment, training, and posting of primary teachers in the Northwest Frontier Province. No collection of these rules and regulations exists, and actions in these areas are governed as much by common practice and informal procedures as by the rules themselves.

The report is divided into the following five descriptive sections:

1. Teacher Supply and Recruitment
2. Teacher Training
3. Teacher Placement and Distribution
4. Leaves, Absences and Retirement
5. Quality of Program

These five sections are followed by a Recommendations section which presents forty-eight specific recommendations for changes in policies and practices which at present inhibit the growth and efficiency of primary education.

The following policies and practices have been selected for priority attention because their change is likely to have the greatest impact on improving primary education. These recommendations are divided into the areas of A. Teacher Supply, B. Teacher Placement, C. Teacher Retention, and D. Teacher Quality. However, the first and in some ways the most important priority recommendation affects all four of these areas, and is:

1. Create, and implement as stated, a clear and realistic set of regulations concerning the responsibilities, training, posting and transfer of teachers, supervisors, and administrators.
- A. In order to increase the supply of female primary teachers:
2. Remove the current freeze on hiring primary teachers. (Planned for January, 1992)
  3. Where teaching positions for females or positions in rural, far-flung or unattractive areas cannot be filled by other means, relax the rules (age, sex, academic, certification, etc.) which limit the recruitment and service of teachers.
  4. Where the supply of qualified female candidates is inadequate and where enrollment justifies, upgrade

female primary schools to middle schools (in progress) and female middle schools to secondary schools, and support these upgradings with a construction program.

5. Offer stipends to girls in rural, far-flung and unattractive areas who are willing to complete middle and secondary school and become primary teachers (in progress).
6. Improve pre-service teacher education by:
  - Recruiting GCET students from villages where teacher supply is inadequate,
  - Assessing the extent to which GCET enrollments can be expanded in existing facilities, and increasing enrollments of GCETs in areas where teachers are needed,
  - Increasing stipends for rural females attending GCETs (in progress),
  - Expanding GCET hostels (in progress) and improving their adequacy and attractiveness,
  - Providing transportation or a transportation allowance to non-boarding GCET students.

B. In order to assure that rural, far-flung, and unattractive areas have adequate numbers of female primary teachers:

7. Create a "Teacher Supply and Training Master Plan" which will indicate accurately where female primary teachers are needed (in progress).
8. Develop needs based planning for teacher supply at the tehsil and, where possible, village level, and involve tehsil and village level authorities in the analysis of and planning for teacher needs.
9. To the degree possible, staff primary schools with females who live in or close to the area where their primary school teaching post is located. Relax the rules and practices concerning assignment to GCETs, teacher placement, and teacher transfer which prevent this from happening.
10. Where there are no other options for teacher recruitment, provide a comprehensive set of incentives (housing, transportation, security, chaperonage, allowances, etc.) attractive enough to induce trained female teachers from outside "undesirable" areas to teach in such areas. These incentives would cease when local people are qualified to fill primary teaching positions.

11. In order to recruit local teachers into the profession, conduct a social marketing campaign in areas where there is a shortage of teachers.
- C. In order to retain qualified teachers in teaching and other educational positions, particularly in rural, far-flung, and unattractive areas:
12. Pay teachers according to their academic and professional training rather than their job placement.
  13. Create advanced degree programs in primary education at the Bachelors and Masters levels, provide stipends for attending these programs to successful and enthusiastic teachers, and encourage graduates to return to teaching or to take other responsible positions in the field of primary education.
  14. Reward good teaching performance by providing incentives to remain in classroom teaching and by creating a career ladder which provides options for educational service beyond the classroom.
- D. In order to improve the quality of the teachers' performance:
15. Assess the quality of all PTC training (as planned), and improve any weaknesses which this assessment finds.
  16. Hire AIOU to give in-service training, where feasible, to underqualified teachers appointed due to policy #9 above (in progress). Where AIOU training is not feasible, create a new program to assess and meet in-service needs of primary teachers.
  17. Improve the performance of the supervisory corps (in progress).
  18. Use merit as the only criteria for appointment to GCETs, to teaching posts, and for transfer among posts, except in special cases where suitable personnel are not available.
  19. Reorganize the substitute teacher and leave policies so that students are not left in classrooms without teachers and teachers spend more time in schools.
  20. Develop a means of assessing the performance of both teachers and students and create a program which rewards teachers for improved performance by their students.

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## INTRODUCTION

This report examines selected rules, regulations and common practices which determine the recruitment, training, and posting of primary teachers in the Northwest Frontier Province.

In the last five years the primary school participation rates for both males and females in NWFP have improved only slightly. This is also true for the ratio of trained to untrained teachers. Figures for females and for rural locations lag behind those for males and for urban areas. The available data show that many school age children are not enrolled in schools, that the province has difficulty providing enough trained teachers for its needs - particularly for female schools and in rural and remote areas, and that those teachers that it does provide are not successful in keeping children in school. (MUST, Education Yearbook Session 1990-1991, and Central Bureau of Education, Islamabad, nd)

At present, the educational system in NWFP is governed by the Education Codes of 1935, Government of NWFP - Service and General Administration Rules, Finance and Salary Department Directives. Information for this report was collected by reviewing these codes and a series of other official documents of the Department of Education. However, efficient and effective educational management may result less from the statement of rules and regulations and more from the extent and manner of their implementation. Actual practices do not always match the official rules, therefore standard practices and routine procedures were studied also. This was done by interviewing knowledgeable officials in the Department of Education and by conducting field visits to sites where rules and regulations were being applied and common practices carried out.

Official rules and amendments have been issued from time to time since the code of 1935 was written, but many of them are presently missing in departmental files. Copies of amended educational rules are not collected consistently in bound copies or other retrievable form, and most of the daily departmental business is conducted according to precedents and practices as these are informally passed on to officials and understood and remembered by them. Thus, it is not possible to conduct the business of the Education Department without having acquired considerable experience in implementing rules and regulations. Differences in the ways rules are understood and applied not only creates problems in carrying out official business but also affects managerial efficiency and effectiveness and makes planning difficult.

The first part of this report describes the current situation. The second part gives recommendations to improve this current situation.

## DESCRIPTION

### 1. TEACHER SUPPLY AND RECRUITMENT

#### 1.1 SANCTIONING TEACHING POSTS

The national Five Year Plan states the number of new primary schools to be built in the province. This figure is based on provincial population figures and growth rates. Each year plans for the construction of new schools are put in the Annual Development Program (ADP), and a request for sanctioning new teacher posts to staff these schools forms part of the recurrent budget request for discussion by the Provincial Assembly. After the Assembly's budget session is completed, the District Planning and Development Advisory Committee (DPDAC) meets to allot new schools and staff. The DPDAC is chaired by an MPA and its members consist of all MPAs and the heads of all departments with their Assistants for Development. The DPDAC takes into account the number and location of parcels of land which are to be given at no cost for the construction of primary schools. After the completion of the DPDAC meetings, the DEOs send PC-1s with justifications for construction and site selection recommendations to the Director of Education (Schools) (now to the Director of Primary Education) for approval. The actual site selection is done by the Construction and Works Department (C and W) with the Department of Education acting as technical advisor.

A two-room primary school is required to be constructed in any location where there are 80 to 100 children aged 5 to 9 or a population of over 1000 people and which has no other primary or middle school within a radius of 1.5 kilometers of the proposed school (Government of NWFP, Planning and Development Department, nd).

On completion of the school building, the Education Department sanctions two teachers for the school. In addition, a mosque school can be established in a location where 25 primary age children are without a school. One teacher is sanctioned to assist the local Pash Imam who is paid an allowance of Rs. 250/- per month.

Appointments of teachers to the primary school teaching service or to mosque schools are made by the District Education Officer (DEO) and, in theory, are required to be made on merit. (Government of NWFP, Planning & Development Department, nd. Government of NWFP, Services and General Administration, SCRI (S&GAD) 4-15/78, 1979, p.52). However, as explained below, appointments are often made on quite different criteria.

According to the Education Code (1975 edition of the code written in 1935), the average student/teacher ratio should not exceed 35 to 1. However, this rule has been relaxed to permit ratios of up to 45 to 1. In fact, primary classes in NWFP vary from a few students to 70 or 80 children in a single classroom, and the ratio of 50 to 1 is often used in planning documents. The ban on creation of new posts during fiscal year 1990-1991 according to Government of NWFP (order no. B1/5-8/90-91/FD, 1990) has stopped the appointment of new primary teachers in the province, and this ban has been extended to 1991-1992. On September 30 of each year DEOs can request extra teachers for primary schools in their districts. The sanctioning of a third teaching post is allowed when the enrollment in a primary school exceeds 120 and a fourth teaching post is allowed when it exceeds 150. These requests go to the Secretary of Education and then to the Finance Department for approval. (Government of NWFP, 1975, p.17, NWFP, Directorate of Schools, D.D.S.1991, nd).

## 1.2 ACADEMIC REQUIREMENTS

Appointees to sanctioned primary teaching positions must have the initial qualification of a Matriculate degree, first or second division. Teachers with a Primary Teaching Certificate (PTC) are encouraged to acquire higher qualifications and allowed to apply for two salary increments if they possess a F.A./F.Sc., and one additional increment if they acquire a CT in addition to a F.A./F.Sc. Moreover, a primary teacher who possesses the degree of B.A./B.Sc. is allowed three additional salary increments (Government of Pakistan, FD.12(SEAR-11)2-123/83/vol-1V, 1989). A second division Matric is required for every stage of higher qualification. If teachers possess third division Matrics, they are not entitled to apply for a salary increment (Government of NWFP, FD(SEAR.11)2-145/87, 1989). Teachers who appear for the B.Ed. examination as private candidates need to have a B.A./B.Sc. degree, first or second division, and two years continuous teaching experience after acquiring a CT. If a person has been awarded a B.A. degree, third division, he or she must have five years of continuous teaching experience before applying for the B.Ed. examination (NWFP, University of Peshawar, 1987).

To increase the number of teachers in remote and far-flung areas (Kohistan, Dir and Chitral), the government has made an exception in their rules and permits hiring of people with a class 8 pass rather than a Matric. (NWFP, Directorate of Education, DDS, 1991).

For a teacher who goes on leave for three months or longer, the DEO is authorized to appoint an underqualified (i.e - without PTC degree) "emergency" teacher as a substitute, but this teacher has to leave as soon as the qualified teacher returns or another qualified teacher becomes available. Emergency teachers may not

teach well due to lack of knowledge and skills and may not be interested in their jobs since they know that they are temporary. However, it is reported that some work very hard in the hope of eventually getting a permanent appointment.

According to the Government Service and Administration Department notification of 1974, DEOs have been advised not to fill permanent job vacancies with underqualified persons. If an appropriate candidate is not available, then the job will be offered to someone else on a probationary basis. The probation consists of the following conditions:

- a) An initial appointee will be on probation for two years and a more experienced appointee for one year.
- b) An appointee with an unsatisfactory period of probation will have this probationary period extended or will be removed from service.
- c) An appointee cannot be confirmed in service who has failed required examinations or whose training is deemed incomplete. (Government of NWFP, Service and General Administration Department, SOR-1(S&GAD)4-6/78(Vol:11, 1990).

### 1.3 PROFESSIONAL REQUIREMENTS

For appointment to a teaching post, a primary teacher is required to have a one year certificate of J.V. (Junior Vernacular, the predecessor to the P.T.C. degree and the standard professional degree for primary teachers until 1970) or P.T.C. (Primary Teaching Certificate) or equivalent qualification in addition to the Matric degree, first or second division. The DEO in the district where the teacher will serve makes the appointment and is required to apply the following rules stated in the Education Code of 1935 and still in force:

- a) Advertise the post in newspapers,
- b) Obtain evidence of the candidate's domicile in NWFP,
- c) Verify that the candidate's age conforms to the Government of NWFP, (S&GAD) Rules,
- d) Obtain the candidate's Medical Fitness Certificate and good character certificate,
- e) Obtain evidence of the candidate's knowledge of the Holy Quran (Nazira)
- f) Obtain results from the chairman and the members of the candidate's Selection Committee,
- g) Determine the numbers of vacancies in the DEO's jurisdiction area,
- h) Terminate the services of untrained teachers if trained teachers are available (NWFP, Directorate of Education, 1987).

The Government of NWFP has attempted to overcome the shortage of trained teachers by allowing an exception to Rule 85/3 which restricts the appointment of untrained teachers on a temporary basis (NWFP, Directorate of Education, 1981). Such teachers are appointed at Basic Pay Scale (BPS) 6 and cannot be promoted beyond this level.

To help meet the shortage of trained teachers at the primary level, the Department of Education encourages teachers with five or more years of service to complete the Allama Iqbal Open University (AIOU) PTC course. To enter AIOU's PTC program, an applicant needs only a "no objection certificate" from his/her DEO or SDEO (Government of NWFP, Department Of Education, 6-30/88-vc/459, 1988. S.O(S)D-4/86/V11, 1987). In addition, PTC degrees are given by the Department of Education after a candidate takes a three-month short or condensed course organized for untrained teachers by the Bureau of Curriculum Development (NWFP, Directorate of Education, 1987). For participation in such short courses, the candidate needs to prove that he/she is working in a sanctioned PTC post and has at least three years teaching experience.

#### 1.4 AGE REQUIREMENTS

No person over the age of 25 or under the age of 18 is eligible for appointment to any primary teaching post. Nonetheless, due to the shortage of teachers in many areas of NWFP, the age requirements can be relaxed from 25 to 35 years in the case of females, from 25 to 33 for Scheduled Castes or in underdeveloped areas, and from 25 to 30 in other areas when no candidates within the prescribed age range are available (Government of NWFP, So(S.111) S&GAD 2-(91)86, 1986). Further relaxation of the age requirements for female teachers are now being considered. According to Services & General Rules (1986), a relaxation of up to five years of age can be approved by the appropriate DEO and a relaxation of up to ten years by the S&GAD Department.

#### 1.5 PRACTICES IN SITE SELECTION AND TEACHER ASSIGNMENT

The previous four sections described rules and regulations as they exist "on the books." In actual fact, many of these rules are not widely known and are even less widely followed. The gulf between the rule itself and how the rule is interpreted and applied can be great. This section describes some of the ways rules are misunderstood, distorted, undermined or ignored and some of the common practices which have grown into accepted procedures, even when these practices contradict clear regulations in the Education Codes of 1935, codes which are now

obviously not functioning as they were intended to function.

Primary school site selection rules are frequently disregarded, and the selection procedures stated above are often subverted by MPAs in order to locate new schools wherever they please. Their desires invariably reflect political and personal rather than educational needs. Whatever the MPAs may decide, dependence on gifts of free land on which to locate schools can result in schools sited in places distant from population centers and transportation facilities. This creates difficulties for female teachers and for primary age students, both of whom have problems with lengthy travel.

Primary teachers are members of the district cadre service. Appointments to primary teaching posts are made under the NWFP Education Service Rules by the relevant DEO. In theory, trained teachers must be hired before untrained teachers, posts must be filled on merit, and unqualified teachers cannot be hired if qualified teachers are available. However, in practice, primary teaching posts are often filled without being advertised in newspapers. Teacher placement can be a matter of political or personal influence rather than merit. Posts are frequently given to candidates who have friends or relatives in the Education Department or who are willing to pay significant sums of money in order to be employed. MNAs, MPAs, and other persons in authority often exert great pressure to influence teacher appointments and transfers, and it is almost impossible for the authorities to resist this pressure. Abuses in appointments and transfers are particularly prevalent when there are no appropriate trained teachers available and untrained persons become eligible. The recent freeze on hiring new teachers has created a backlog of unemployed trained teachers and has aided untrained teachers to enter and transfer within the system.

Since there are not usually enough trained candidates from a given rural or remote area to fill the teaching posts sanctioned in that area, such posts are offered to qualified PTC teachers from other, often urban, areas. These teachers may refuse to serve in a rural area, using means both legal (leave time) and illegal to stay away from their posts. Even if they accept the posts offered, they may spend a great deal of time, and exert a great deal of political and personal influence, at the office of the DEO or other officials in the Education Department trying to secure a transfer. During this time their classes are left unattended.

Since a female teacher living alone is not socially acceptable in conservative areas nor allowed by the teacher's family members in many instances, refusal to serve is particularly true in the case of female teachers or when the rural area is distant or seen as undesirable for residency - as is true for most rural areas. In order to serve in a rural area,

female teachers may have to travel as much as two or even three hours each way from home to school, or from a relative's house or other acceptable residence. When appropriate transportation exists, it usually consumes a disproportionate amount of a teacher's small salary. This situation results in frequent teacher absences from school and in greatly reduced teaching time and consequent low quality of instruction when the teacher does attend. Head teachers, with or without the knowledge of ASDEOs, may allow teachers to arrive at school late and/or to leave school early. Sometimes teachers in a two teacher school agree to attend school on alternate days, and one teacher then ends up teaching all the students. In extreme cases "ghost schools" are created. These are schools which exist on paper but which have no teachers, and, consequently, no students.

Unemployment is now high enough and primary teachers' salaries and benefits attractive enough so that F.A./F.Sc degree holders and even B.A./B.Sc. and M.A. holders are applying for places in GCETs (primary teacher training institutions). This is particularly true of urban females who have few job options and who need to stay where their husbands are employed. Few second division Matric degree holders are now accepted to GCETs. This introduces a further bias against rural applicants, who frequently hold second and third division degrees, and exacerbates the trend toward hiring urban teachers to fill rural posts. However, it should be noted that the lack of a career ladder and advancement opportunities lead to frustration and disappointment among these more highly qualified teachers. Such teachers often try to move on to middle and secondary school posts when this is possible.

There is evidence that in some areas of the province it has become a common practice for primary age girls to attend boys' schools where no girls' school exists within a reasonable distance of their homes. The Human Resource Survey will reveal the extent to which this is true. This condition complicates school construction and teacher recruitment and distribution because, in some locations at least, it may be possible to regularize the practice by assigning females to male primary schools or even by appointing acceptable males to teach in female schools.

For approximately the past ten years the Bureau of Curriculum Development has offered special PTC short courses during vacation periods. These are courses of three month duration which cover much of the content offered in the standard nine month PTC course. They have increased the number of PTC graduates available for posting; however, attendance at these short courses is not always good, instructors (usually secondary school teachers) are not well trained in primary curriculum and methods, and there are many complaints that three months is too short a time to train a teacher adequately. Some authorities

feel that these short course graduates are inferior to the graduates of the regular program, although no evaluation of either program has been done.

Finally, and most importantly, a major study done by the BRIDGES Project revealed that the achievement of students is no higher in classes taught by teachers with any kind of PTC degree than it is in the classes of untrained teachers. However, the study showed that student achievement is higher in classes where the teachers have academic training beyond the Matric degree. It is only common sense to question the value of the PTC degree when the chief method used in the GCETs and the Curriculum Bureau short course and the chief method the pre-service trainees are taught to use when they become teachers is rote learning - a method that the trainees have mastered in their own early years in primary school and in which they need no further practice.

The worth of any PTC degree can be questioned due to dishonest practices concerning PTC examinations. Cheating by the candidates can be blatant. The personnel who monitor and grade examinations can be corrupted through bribery and threats. Bribes are frequently large and threats are frequently dire, including, even, the threat of death. Favoritism can be shown to candidates in various ways, and brighter students can take examinations for slower students. It is difficult to determine the extent of these practices, but informal reports from many presumably reliable sources indicate that they are frequent and wide spread. At the very least, many supposedly "qualified" candidates are, in fact, quite "unqualified." The example set by practices of this type are of concern to a number of the educational authorities consulted.

#### 1.6 TEACHER PAY

Untrained primary teachers without PTC degrees are in BPS 6 and cannot move beyond this level. Trained teachers with PTC degrees begin in BPS 7 and can, in theory, rise to BPS 10. In fact, very few do so - most remaining at BPS 7 for an entire career. They do, however, rise within a given scale according to their years of service. In June, 1991, monthly pay scales were revised upward between 40% to 52% to the following amounts:

	Bottom of Scale	Top of Scale
BPS 6	1065	1875
BPS 7	1095	1995
BPS 8	1140	2115
BPS 9	1185	2265
BPS 10	1230	2415

Currently, the system gives primary teachers little room for advancement. Clerks, who also need Matric degrees for appointment but who do not need further professional education, start at BPS 5. However, without further qualification, they can rise through the system to levels much higher than those to which primary teachers can aspire. Professional positions in Directorates and in DEO/SDEO offices start at BPS 15. The newly created position of Learning Coordinator, described below and potentially a step in an upward path for a primary teacher, is at BPS 11. This means, ironically, that all higher level educators who guide primary education have come up through the ranks of secondary education and have usually had no experience at all at the primary level.

Thus there is no viable career ladder available to primary teachers and no motivation for an energetic and ambitious person to enter this level of teaching. Career advancement can mean either higher pay, a more responsible and prestigious job, or both. Neither is currently possible for the primary teacher.

Many primary teachers are forced to supplement their low incomes by taking second and even third jobs. In rural areas, the most common second job is farming. In urban areas a great variety of part-time and full-time second are jobs undertaken by teachers. At best, these extra jobs force teachers to arrive at school with other matters on their minds; at worst, such jobs keep them away from teaching for parts or all of many school days.

Canteens which sell school supplies and snacks are allowed in girls primary schools and are supposed to be run by assistants called "callers." However, the head teacher may usurp this prerogative and run the canteen herself, keeping it open for extra time at break and lunch periods in order to make money. This teacher cannot, of course, be teaching classes during such times. This situation does not exist in boys schools, as boys are permitted outside the school grounds in order to buy supplies and snacks from neighborhood shops.

## 2. TEACHER TRAINING

### 2.1 TRAINING RULES AND COSTS

A person who holds a Matric degree is permitted to apply for a PTC course in a Government College for Elementary Teachers (GCET). Decisions on how many applicants are accepted from each district and how many are assigned to each GCET, along with all other decisions related to criteria for accepting students into programs, the assignment of courses and students, the yearly calendar, and similar policy and procedural issues are made by the Teachers Coordination Council. This council is chaired by the Secretary of Education (or his designee) and is made up of members of the secretary's staff, the five Directors of the Department of Education sections, the Education Directors of the six divisions in NWFP, principals of the GCETs, DEOs, representatives from FATA, and other selected members. The council meets once a year for two to three days. This meeting is traditionally held in late July so that decisions can be made and needed actions taken before the opening of GCETs in September.

This nine month PTC course starts in September and ends in July of each year. There are 17 GCETs in NWFP, 11 for males and six for females, each with a capacity of between 100 and 200 students. In the next few years four new GCETs for females and three new GCETs for males will be built, two currently operating GCETs, one for females and one for males, will be expanded, and the hostel space at four female GCETs will be increased. (NWFP, Directorate Of Primary Education, DDE, 1991, and NWFP, Directorate of Primary Education, PC-1, 1991).

All GCETs, no matter what their enrollments, have the same number of faculty. Thus in some colleges the instructors are overworked and in others they are underworked. Whatever the need for teachers may be, students are assigned to GCETs in class blocks consisting of approximately 40 students per block. Therefore, if 60 teachers are needed, either 40 or 80 teachers are trained. Enrollments in many GCETs are restricted by lack of classroom space. Dining rooms or other unsuitable areas may be forced into use as classrooms. And this may occur in buildings where there are closed and unused rooms, rooms used for storage, or rooms full of broken and useless furniture which has been taking up valuable space for many years.

In order to help defray expenses and to make up for opportunity costs, every GCET student receives a stipend of Rs. 75/- per month for ten months and a Rs.150/- lump sum grant, both payable upon completion of the PTC course. Expenses for day students (non-boarders in hostels) consist of Rs 100/- sports fee, Rs 20/- medical fee, Rs 30/- examination fee, Rs 20/- boy scouts/girl guides fee, and a refundable library fee of Rs 100/-.

Thus, non-refundable costs total Rs 170/- per year. Hostel costs for boarding students are reported in the next section.

50% of the total number of places in each GCET are reserved for members of special groups, while the other 50% are filled on merit. 5% of the places reserved for special groups are allocated for minority students, 5% for ex-service men, 5% for children of the military, 5% for the children of Education Department employees, 20% for the children of teachers, 9% for untrained in-service teachers, and 1% for disabled candidates. (These quotas are in the process of being revised and eventually eliminated as this report is written.) All candidates must be residents of NWFP. An applicant from the Education Department is required to apply through the head of his or her school and to obtain the DEO's certification that his or her selection was made on merit. Until 1990, the Chief Minister had a quota of 25% of the merit candidates to appoint as he wished, but this quota has recently been abolished (Government Of NWFP, SO(EP&T)3-9/89-T.T, 1989). Desirable as appointing candidates on merit may be, this practice may discriminate against rural candidates whose educational opportunities are inferior in both quantity and quality to those of urban candidates.

Appointments to GCETs from both the "quota" and the "merit" groups are heavily influenced by political and personal pressure. Often students who gain admission through these means may simply be searching for a secure job rather than expressing a sincere commitment to teaching. Such "political" candidates are often appointed after the academic year has started, some arriving at the college after as much as half of the year has passed; and many have poor attendance and show little interest in their studies. This may also be true for students who have secured their places through cheating on exams or through payment for acceptance in a college - both common practices.

First division Matric graduates have to be appointed to GCET places first. If a remote district runs out of first division graduates, instead of appointing its own second division graduates, it must appoint first division graduates from another district. These people will seldom want to serve in the remote district.

Sometimes a quota of students which is allotted for a given district by the Teachers Coordination Council cannot be filled by candidates from that district. This happens most frequently in unattractive and far flung areas. In such cases students are chosen from other districts after signing a bond which requires them to serve in their "adopted" district for at least three years. However, ways can be found to avoid this three year obligation, if the new teacher wishes to do so. Sometimes a bonded teacher arrives at his or her teaching post only to find that the post has been filled by an unqualified political

appointee. In this case, the bonded teacher is transferred elsewhere without ever serving in the area for which he or she was recruited.

## 2.2 HOSTEL RULES AND COSTS

Hostels for GCET trainees are available in or adjacent to every college. In most GCETs enrollment is restricted by lack of adequate hostel space. Hostel rooms originally built for two or three students may now hold four or five. Many students who might prefer to be boarding students are forced to be day students by lack of hostel space. Day students frequently have to travel considerable distances to attend school, and they receive no transportation allowance. Hostels in four female GCETs will be enlarged by 100 places each. Each GCET provides boarding for eight instructors, a librarian and a physical education teacher (DPE). Some of the hostels also have a residential area for the principal and small quarters for the chowkidar and other staff (NWFP, Directorate of Primary Education, 1991).

Each teacher trainee needs to state at the time of admission whether he or she wishes to reside in the college hostel or not. The cost of hostel residence is Rs. 200/- per month for meals plus yearly charges of Rs 120/- for electricity (sometimes increased when electricity bills exceed initial estimates), Rs 50/- for gas, and small additional costs (contributions) for ceremonial and social affairs ("Golden Night," graduation, etc). There is also a refundable yearly fee of Rs 100/- for hostel security. Thus, hostel expenses for a year amount to approximately Rs 2200/- per boarding student.

Under educational code article 216, the principal of a female GCET is required to apply the following rules for boarder admission:

- a) Obtain the full name and address of the student's parents or guardian,
- b) Ascertain whether the student is married, unmarried, or widowed,
- c) Obtain the names of likely visitors, and verification from the student's parents or guardian of the legitimacy of any prospective visitor who is not on the student's visitor list.

### 3. TEACHER PLACEMENT AND DISTRIBUTION

#### 3.1 TEACHER TRANSFERS

Official policy is to assign teachers to posts which are close to their home areas. But if no such post is available, then teachers can be assigned to posts in other areas. Teachers from urban areas are often assigned to rural posts. In theory, this is only done with their consent. Also, in theory, a teacher has to work at least three years in a village or two years in a designated "unattractive area" (Chitral, Kohistan, Swat, Malakand, Dir, and the Kaladhaka area of Mansehra) before applying for a transfer. (NWFP, Directorate of Education, DDS, 1991).

The NWFP Education Department Subordinate Service (Women's Section), Rules of 1974 describe the regulations for the transfer of both male and female teachers. The DEO is responsible for the transfer of primary teachers within his or her district. Primary teachers can be transferred from one district to another on the recommendation of the Divisional Director of Education and to other provinces on the recommendation of the provincial "Departmental Promotion Committee". (Northwest Frontier Province Civil Servants (Appointment, Promotion and Transfer) Rules, 1989, and Government of NWFP, SOR-1 (S&GAD)4-1/89, 1989). As the Divisional Director position has recently been eliminated from the structure of the Directorate of Primary Education, such transfers are now handled at the DEO level. Since these transfers are made at the teacher's request, he or she is placed at the bottom of the seniority list in the new district or province.

The Education Code of 1935 describes how to effect teacher transfers. The head of a primary school is responsible for preparing the proposal for the transfer of a teacher. This is sent to the Divisional Director through the DEO at the end of March of each year. But if the transfer is urgent or done on departmental demand, it can be undertaken at any time of year. A teacher must report to a new school within ten days when transferred between divisions, seven days when transferred between districts, and three days when transferred between tehsils. Further rules specify changes in these regulations when vacation or leave time intervenes. All rules can be relaxed in special cases. (Government of NWFP, 1975: 131, Article 326).

Estimates of the numbers of primary teachers who transfer within the system vary by district. Some estimates are as high as 20%, but most are much lower. However, a great deal of the time of education officials at all levels is taken up with personnel transfers. Some estimates of time devoted to this task are as high as 80%. A recent announcement has stipulated that all

transfers must be made on August 1 of each year, but it is not yet clear what effect this announcement will have.

Favoritism, bribery, threats and other forms of graft and corruption are frequent in the area of teacher transfer. Interference by politicians, special interest groups and other persons of influence or power is common. Transfers to desirable locations can be used to reward previous favors, while transfers to undesirable locations can be used as punishment for those who have displeased persons in authority.

### 3.2 TEACHER ALLOWANCES

NOTE: All figures in this section are based on the pre-June, 1991, BPS scales. As these BPS scales have been raised upwards significantly, it may be expected that the various allowances and ceilings described will also be raised in due time.

#### 3.2.1 HOUSING ALLOWANCE

Government employees who are provided housing through the government of NWFP are required to pay 5% of their salaries back to the government as rent for this housing. However, employees who either own their own residences or who rent housing from another party fall into a different category and can choose three different housing allowance options:

- 1) They can choose to receive 30% of their salary as a housing allowance. This amount is raised to 45% if they live in Peshawar.
- 2) They can choose a lump sum rental subsidy of Rs. 750/- per month if they live in Peshawar or Rs. 520/- per month if they live in Abbottabad.
- 3) They can have their property officially assessed and can choose, depending on the amount of the assessment, a housing allowance amounting to 75% of their salary if they live in Peshawar or 50% of their salary if they live in Abbottabad.

However, in order to exercise either of these last two options, an employee needs an Estate Officer's sanction and must forward his/her application through the DEO in charge to the Civil Secretariat for approval. There is no provision for the use of these last two options by employees living in locations other than Peshawar and Abbottabad (FR45-C, Government of NWFP, FD.SO(SR.1V) 1-27/78 VOL-11, 1986).

Teachers, as government employees, are subject to these rules. However, in order to attract females to rural areas to teach in primary schools, the 5% rent on housing provided by the government is waived in such areas, so long as this housing consists of one or two rooms only. (NWFP, Directorate of Primary Education, DDE, 1991 and Government of NWFP; FD(SR-11)2-1/78-VOL.V, 1988 and Government of NWFP; FD(SR-11)2-1/78/VOL.IV, 1989).

In some cases the local community may be willing to aid a teacher by providing food or lodging. This is particularly true in rural areas where the desire for education is high and where there is no other option for retaining a teacher's services. Even with such help, it may be difficult for a female teacher to reside away from home without a family member to accompany her.

### 3.2.2 CONVEYANCE ALLOWANCE

Primary teachers in Peshawar not residing where they work are entitled to a conveyance allowance. A Rs.130/- per month allowance is provided for those primary teachers whose monthly salary is between Rs.850/- and Rs.1650/- and who maintain a motorcycle or a scooter. However, other teachers who draw the same salary but who do not maintain scooters or motorcycles or those who have salaries below Rs.850/- per month are allowed only Rs. 96/- per month as a conveyance allowance. There is no conveyance allowance for teachers posted in rural areas where commutes to work can be expensive in terms of both time and money (Government of NWFP, FD.SO(SEAR.1V)4-14/80 V111, 1991). Some rural teachers report spending up to one third of their total salaries on transportation.

### 3.2.3 MEDICAL ALLOWANCE

According to Finance Department Regulations, primary teachers are entitled a Rs. 50/- per month medical allowance in addition to in-patient treatment in a hospital (Government of NWFP, FD(PRC)1-187-V111, 1987. p.4).

### 3.2.4 DEARNESS ALLOWANCE

All primary teachers are allowed a dearness allowance of Rs.200/- per month. This is, in effect, a "cost of living" salary supplement which is granted automatically upon application by the teacher. A teacher who is on extraordinary leave, is posted abroad, or has been suspended is not permitted this allowance (Government of NWFP, FD(PRC)1-3/89, 1991).

### 3.2.5 UNATTRACTIVE AREA ALLOWANCE

Under the Finance Department Regulations, primary teachers posted in Swat, Malakandi, Dir, Chitral, Kohistan and remote areas of Mansehra like Kaladhaka, are entitled to a special unattractive area allowance which is 20% of their salaries, with a ceiling of Rs.75/- per month. Similarly, a person in BPS 1 through 15 who is appointed in Chitral or Kohistan is permitted to apply for an additional unattractive area allowance of 40% of their salary, with a ceiling of Rs.150/- per month (NWFP, Directorate of Primary Education, DDE, 1991).

### 3.2.6 HEATING ALLOWANCE

In remote cold areas a heating allowance of 5 kg of charcoal per month for teachers and administrators in BPS 1 to 15 and 40 kg of fire wood per month for teachers and administrators in BPS 16 to 19 is provided (NWFP, Directorate of Primary Education, D.D.S., 1991).

### 3.2.7 COMPENSATORY ALLOWANCE

Teachers are entitled to 10% of their pay as a compensatory allowance. This allowance is not subject to income tax, nor is it used in the calculation of pensions or the recovery of house rent. A person who is on any kind of leave except extraordinary leave is also entitled to this allowance during the entire period of leave (Government of NWFP, FD(PRC)/1-3/89, 1990). Like the Dearness Allowance, this is a salary supplement which is automatically granted.

### 3.2.8 RETIREMENT PENSION

A primary teacher may apply under the government servants' rules for a retirement pension at age 60. If 25 years of service have been completed at age 60, the pension will be 60% of the teacher's last basic salary. 70% of the last basic salary is awarded if service has been for 30 years, and 77% if service has been for 35 years or longer. (Government of NWFP, FD.SO(SEAR-1V) 5-54/80(VOL 11), 1981).

## 3.3 TEACHER RESIDENCES

### 3.3.1 RESIDENTIAL QUARTERS

Residential quarters to accommodate non-local female teachers serving in rural areas were built in the late 1970s to

help overcome the shortage of female teachers in these areas. 380 two-room residential quarters with cooking and bathroom facilities were built next to girls' schools.

Due to the dependence on gifts of land on which to locate new school buildings, the location of girls' schools where these residential quarters were built was often in isolated places, outside the village, near the village graveyard, or in places similarly undesirable for residence. Boundary walls or other means of insuring privacy and security were often not provided or not kept in good repair. The residence itself was sometimes poorly built or had deteriorated since construction. Toilets, running water, and other facilities were not always adequate. Additionally, social customs frequently forbid a woman to stay alone overnight away from her family. All of these plus other similar factors resulted in the failure of the scheme, even where there were teachers who would have gladly lived in the residences to avoid long and expensive commutes if suitable quarters with appropriate chowkidars or other chaperonage arrangements were available.

Some of these residences remained empty, some became classrooms, quarters for school custodial staff or landlord's relatives, a personal warehouse for the head villager, or were diverted to other uses. The Department of Education preferred filling the boarding space with educational personnel; but if this was not possible, such space could be legally used for other purposes according to the Education Code of 1935 (Government of NWFP, 1975: Article 44). It is reported that some residences even became local gambling spots and hideouts for fugitives where furniture, doors and school records were burned to provide heat in winter and where the destruction was such that the residence eventually became uninhabitable and useless for any purpose.

Even though this residential quarters scheme largely failed, there continue to be incidences where teachers in primary schools convert one of the few available classrooms into living quarters, thus forcing even more students into a "shelterless" learning environment.

### 3.3.2 HOSTELS FOR FEMALE TEACHERS

There are twelve hostels designed to provide boarding for twelve female teachers each to be constructed under the Women's Development Program. The minutes of the November 17, 1990, meeting of the Woman's Development Program show that ten of these hostels have been completed. In order to be usable, the hostel in Peshawar needs electricity, water and a gas connection, and the hostel in Chitral needs additional funds for completion. The completed hostels in Batkhela and Dir are now being used as DEO (Secondary) offices rather than as hostels for female teachers.

The hostels in Buner and Bannu are presently being used as designed with primary and secondary teachers in residence. Chowkidars from the local high schools have been assigned to look after these hostels. However, there is no "in charge" to oversee the hostels and no cook or cleaner. Two teachers live in a room and facilities are minimal. There is no common room or recreational space and no kitchen. Teachers group together on an ad hoc basis to cook their food. This hostel space is rent free, but the teachers must share the costs of water and electricity.

### 3.3.3 CHOWKIDARS

Often the person who donates the land for a primary school is appointed as chowkidar of the school. This person's motivation may simply be to receive the chowkidar's salary, not to do the work. Once the land has been given, such a person considers his responsibilities to have ended. Chowkidars, as members of the community, tend to get into local disputes and controversies, often to the detriment of the school and its operations.

Chowkidars are needed for the security of female teachers, but there was no post of chowkidar sanctioned for teacher's residential quarters, as opposed to the school itself. Sometimes a female teacher can persuade a chowkidar to look after her residence as well, but usually he will demand money or food for this service. Those chowkidars who are local landowners can, and frequently do, break agreements with teachers; and the teachers have little recourse when this happens.

#### 4. LEAVES, ABSENCES, AND RETIREMENT

##### 4.1 CASUAL LEAVE

Under the NWFP Civil Servants Leave Rules of 1981, a teacher accrues 25 days of casual leave in one calendar year. Only the permission of the immediate superior is needed to take casual leave, and not more than 10 days can be taken at any one time (Government of NWFP, SOX11-21-21-/58, 1958). Other kinds of leave require the approval of the DEO or the DDEO.

Casual leave is recorded in the Teachers' Attendance Register at each school. When supervisors do not come to check this register, some teachers will erase or tear out the notation which records their casual leave and are thus able to take these leave days again at another time. Some teachers who have political or other types of influence do this continuously, and even when the supervisor is aware of what is happening, he or she feels powerless to stop the practice.

##### 4.2 EARNED LEAVE

A primary teacher accrues 12 days of earned leave each calendar year. Earned leave can only be taken with the approval of the DEO concerned (NWFP, Directorate of Primary Education, DDE, 1991).

##### 4.3 LEAVE WITHOUT PAY

A teacher can apply for up to five years of leave without pay at any time and on any grounds if he or she has completed ten years of continuous service. A teacher who has not completed ten years of continuous service is limited to two years of leave without pay. Leave without pay requires the approval of the DEO concerned.

##### 4.4 LEAVE FOR FOREIGN TRAVEL OR STUDY

Teachers are allowed to apply for leaves outside of Pakistan for foreign travel or study. Such leaves are granted on full pay for a maximum of 120 days at a time.

##### 4.5 DISABILITY LEAVE

A primary teacher is eligible to apply for disability leave if an "injury, ailment or disease contracted in the course of or in consequence of duty or official position" occurs. Disability

leave requires medical certification from a doctor and can be taken for 720 days, the first 180 days with full pay and the remaining days on half pay (Leave Rule of 1981, p.3).

#### 4.6 MEDICAL LEAVE

As distinct from disability leave, a primary teacher is permitted medical leave with the approval of the DEO. After two years of continuous service, teachers accrue 120 days of medical leave on full pay, and this can be taken without producing a medical certificate. The number of medical leave days on full pay increases to 180 days upon submission of a medical certificate. A teacher can take no more than 365 days of medical leave during his or her entire career in the service. (Leaves Rules, 1981).

The health of many teachers is poor. Their salaries are not always sufficient to permit them to live in hygienic conditions. Females in the society, including female teachers, have traditionally received less food, less health care, and fewer amenities leading to vitality and good health than have males.

#### 4.7 COMPASSIONATE LEAVE

Special leave of 130 days on full pay is granted to a female primary teacher upon the death of her husband.

#### 4.8 MATERNITY LEAVE

A female primary teacher is allowed to apply for three months maternity leave on full pay for each pregnancy. She is automatically granted 40 days of this leave upon delivery. With a written statement from a doctor she may take up to 50 days maternity leave before delivery (Government Of NWFP, 1981:3 FD.SO(SR-1V)5-54/80(VOL 11), Rule 10). It is reported that some female teachers desire multiple pregnancies in order to get the generous maternity leave with pay provided by this policy and that other teachers provide false statements from doctors asserting that they are pregnant for the same reason. However, it is impossible to verify the accuracy of these reports or to ascertain the frequency of these practices, if indeed they occur at all. Many teachers are reported to depart for their maternity leave early or return from such leave late. A teacher with many children and family responsibilities is likely to arrive at school lacking energy and with her mind on concerns other than her job.

#### 4.9 PREPARATORY TO RETIREMENT LEAVE

A teacher who has not taken any kind of leave during his or her last 12 months of service and has completed 30 years of service without using all of the earned leave of 12 days per year which he or she has accrued can apply for up to 180 days of leave on full pay as "preparatory to retirement leave" (Leave Preparatory to Retirement Rule, Government of NWFP, 1990:np FD.SO(SR.1V)5-54/80 VOL-11, 1984). However, a person who is retired as a measure of punishment under the Government Servants Efficiency And Discipline Rules (1973) is not permitted preparatory to retirement leave (Government of NWFP, 1988:np SOR-1(S&GAD)1-46/80).

#### 4.10 LEAVE DURING TRANSFER

A teacher who is being transferred can apply for leave from the authority who orders the transfer. A person on long leave can be recalled to duty and permitted to use any unexpired leave at a later date (Government of NWFP, 1981:4, FD.SO(SR-1V)5-54/80(VOL 11), Rule 22).

## 5. QUALITY OF PROGRAM

### 5.1 SUPERVISION

Primary school teachers are supervised by the Assistant Sub-Divisional Education Officer (ASDEO). The ASDEO is required to visit schools from September 1 to March 31 of each year and to spend not less than 150 days a year in this activity. The supervisor must pay at least three visits a year to every primary school and to the primary section of every middle and high school within his or her allotted area. One visit comprises the annual inspection and the other two are surprise visits. At the annual inspection the supervisor writes remarks in the school's log book concerning the conduct of the students, the financial affairs of the school, the maintenance of registers, records of teacher attendance, and remarks on teacher ability and performance. Surprise visits are usually less formal and less lengthy. During the surprise visits the supervisor also writes remarks in the log book concerning the school's problems and progress and provides guidance to the teachers (Government of NWFP, Education Code 1935, 1975).

Supervisors do not have clear job descriptions and have received almost no training for their jobs. They are unused to doing any type of "instructional" (as opposed to "administrative") supervision. Many, particularly the females, have insufficient transportation. They tend to be kept busy with teacher transfers, record keeping, report writing, and other administrative tasks. Few are able to spend the required number of days supervising schools; and when they do visit schools, their visits are sometimes short, perfunctory and ceremonial. Most supervisors are assigned more schools than they can reasonably supervise, even if they are energetic and efficient. Comments they write in log books are frequently brief, superficial, repetitive and too general to be helpful. Few take time for individual conferences with teachers whose classes they have visited. Some claim TA/DA for more days than they have actually spent in visiting schools.

ASDEOs report to SDEOs (Sub-Divisional Education Officers). By the end of each calendar year, SDEOs are responsible for completing an Annual Confidential Report (ACR) for each primary teacher in his or her jurisdiction. This report is forwarded to the relevant DEO. An ACR covers teacher performance, conduct, human relations skills, language proficiency, judgement, technical knowledge, and ability to cooperate. ACRs are not shared with teachers except in the rare instances when they are unfavorable. They are general in nature, as most SDEOs rarely have the opportunity to observe teachers at work.

## 5.2 LEARNING COORDINATORS

Learning Coordinators (LCs) were created as part of the World Bank's PEP II Project. This project trained 271 LCs who work in seven districts in NWFP. The PED program, in cooperation with UNICEF, trained 500 LCs to work in the remaining eleven districts. In both cases, the LCs were trained to conduct "instructional" as opposed to "administrative" supervision. To accomplish this, PEP II training focused on the use of PEP II teachers' modules, while PED training focused on eleven effective teaching practices which were shown in a BRIDGES study to be related to higher student achievement. PED LCs supervise twelve to fifteen primary schools each and report to the ASDEOs in their tehsils. The PEP II LCs report to the PEP II Project office, and send copies of their reports to the appropriate DEO and ASDEO offices. Not all informants feel that LCs are effective.

## RECOMMENDATIONS

### INTRODUCTION

There are three general recommendations which provide a framework for the following forty-eight specific recommendations. These three general recommendations are:

1. Through the activity of a special committee appointed for the purpose or by other reasonable means revise and update all rules and regulations concerning the responsibilities, training, posting and transfer of primary teachers, supervisors, and administrators.
2. Once created, follow these rules and regulations without exception.
3. Design and implement a program of research, evaluation and data collection which will provide accurate and up to date information and data on which to base decisions regarding the numbers, training, posting, and transfer of primary teachers, supervisors, and administrators.

Each of the five recommendation sections which follow is divided into three parts:

- A. Recommendations which can be implemented relatively quickly and simply through action by the Secretariat of Education, NWFP and/or by the Directorate of Primary Education, NWFP. These are called "Relatively Simple and Rapid."
- B. Recommendations which can be implemented but which will necessitate significant policy shifts and/or political action that will require considerable time and effort. These are called "Difficult but Possible with Time and Effort."
- C. Recommendations, which are often of extreme importance for improving the educational system, but which embody dramatic policy changes requiring some combination of concerted political action, major new resources, or significant changes in societal norms, attitudes or ingrained practices. These are called "Major Change with Far Reaching Implications."

The recommendations are as follows:

## 1. TEACHER SUPPLY AND RECRUITMENT

### A. RELATIVELY SIMPLE AND RAPID

#### Situation #1

In Kohistan, Dir and Chitral rules are relaxed to permit hiring teachers with a class 8 pass rather than a Matric degree.

#### Recommendation #1

Combine hiring teachers with a class 8 pass in all areas lacking teachers with a program to upgrade these underqualified teachers.

#### Situation #2

Although recently relaxed, age requirements for appointment as a primary teacher may still be unnecessarily restrictive for appointment in rural, far-flung and unattractive areas.

#### Recommendation #2

Continue the policy of relaxing age requirements - particularly in rural, far-flung, and unattractive areas where veteran teachers should be allowed to serve and female teachers should be allowed to return to teaching after spending time away from the profess

#### Situation #3

If teachers have third division Matrics they cannot get salary increments.

#### Recommendation #3

In rural, far-flung and unattractive areas give successful teachers with third division Matrics salary increments.

#### Situation #4

Some underqualified teachers who serve successfully as replacement teachers subsequently leave the profession.

#### Recommendation #4

- (a) Keep records of such teachers,
- (b) recruit them into teaching when they live in areas in need of teachers, and
- (c) give then appropriate training after appointment.

Situation #5

Outside studies show that further academic training rather than a PTC degree is the crucial element in teacher performance.

Recommendation #5

As planned, follow-up these studies to determine the most effective content and methodology for pre-service and in-service teacher training, and organize training courses accordingly.

Situation #6

Presently, the chief means of providing upgrading to untrained in-service teachers is through the AIOU PTC course and the Curriculum Bureau PTC short course.

Recommendation #6

As planned, evaluate these courses and strengthen them according to the results of the evaluation. If the teachers produced after this strengthening are still inadequate in quantity or quality, institute a new in-service training program which is adequate.

Situation #7

In some areas known and respected males may be acceptable as teachers in girls schools.

Recommendation #7

Use the Human Resource Survey to determine where this practice is acceptable, and arrange postings accordingly.

Situation #8

Untrained teachers are often hired before trained teachers. In some undesirable areas, trained teachers from outside are hired, but they avoid serving.

Recommendation #8

In areas with an adequate teacher supply, hire trained teachers first. In areas without an adequate teacher supply, hire people from the area to be served first and then give them appropriate training.

## B. DIFFICULT BUT POSSIBLE WITH TIME AND EFFORT

### Situation #1

The current ban on hiring new primary teachers prevents the Department of Education from achieving its goals and leads to abuses.

### Recommendation #1

Lift ban on hiring new primary teachers, as planned, at the beginning of 1992.

### Situation #2

Teachers cannot rise up the basic pay scale. Untrained teachers cannot rise above BPS 6 and, for all practical purposes, trained teachers are frozen at BPS 7.

### Recommendation #2

Create a viable career ladder for primary teachers and a system whereby they can rise further up the BPS scale and reasonably aspire to educational jobs beyond classroom teaching. Institute B.Ed. and M.Ed. degrees in Primary Education to provide more highly qualified personnel for classrooms and for other jobs in primary education.

### Situation #3

The increment system for holders of higher academic qualifications is not an effective motivator to attract and retain people of energy and talent into the primary teaching profession.

### Recommendation #3

Pay teachers according to their academic and professional qualifications rather than their job placement.

### Situation #4

The range in class size in primary schools is enormous (from 5 to over 100 students per classroom). This is dysfunctional for both teaching and planning. Small class sizes are economically inefficient. Large class sizes are pedagogically unacceptable.

### Recommendation #4

To the extent possible, in each tehsil take steps to standardize class size within reasonable limits.

## C. MAJOR CHANGE WITH FAR REACHING IMPLICATIONS

### Situation #1

In a variety of ways, political pressure, personal interest, and favoritism replace merit as the criterion for training, hiring and transferring teachers.

### Recommendation #1

Hire teachers on merit only when feasible. To the extent possible, eliminate politics, special interests, and favoritism from the hiring and transferring process.

### Situation #2

Primary teachers are underpaid. Many teachers need second and even third jobs in order to support their families.

### Recommendation #2

Consider raising primary teachers' salaries and/or giving them additional benefits.

### Situation #3

Bribery, threats, and cheating on all examinations at all levels are common. Officials are either unwilling or unable to stop them, despite the expressed desire and repeated attempts to do so.

### Recommendation #3

- (a) Face the bribery and cheating issue directly,
- (b) make a realistic plan to stop cheating to the extent possible,
- (c) implement the plan with vigor, and
- (d) establish a reward system for those who succeed.

## 2. TEACHER TRAINING

### A. RELATIVELY SIMPLE AND RAPID

#### Situation #1

First division Matrics must be given preference over second and third division Matrics, even if this means allotting seats to candidates from one district who then must serve in another district.

Recommendation #1

In rural, far-flung, or unattractive areas, give preference to local second and third division matrics (and, where necessary, to Eighth Class Pass holders), especially on the female side.

Situation #2

Classroom and hostel space do not always correspond to numbers of students assigned to a GCET.

Recommendation #2

- (a) Survey students to determine how many would prefer to live in GCET hostels, and institute a reasonable transportation allowance for non-boarding GCET students;
- (b) as planned, survey GCETs to determine amount and condition of classroom and hostel space, an activity in the PED 1991-1992 workplan; and
- (c) as planned, reexamine the current building program to address any shortfalls revealed.

Situation #3

The stipend of Rs 75/- per month may be inadequate to motivate potentially effective primary teachers to apply for places in GCETs.

Recommendation #3

As planned, raise the amount of the monthly stipend by Rs 75/- or more for female candidates from rural, remote and unattractive areas.

B. DIFFICULT BUT POSSIBLE WITH TIME AND EFFORT

Situation #1

Due to the rigid formula for faculty assignments, the number of instructors in a given GCET may not be appropriate for the number of teachers to be trained in that GCET.

Recommendation #1

Reduce or increase GCET faculty according to actual teaching loads anticipated.

### C. MAJOR CHANGE WITH FAR REACHING IMPLICATIONS

#### Situation #1

Personal influence and political pressure in filling GCET places cause poorly qualified candidates to be chosen.

#### Recommendation #1

To the extent possible, choose candidates on merit and the strength of their qualifications rather than for political or personal reasons.

#### Situation #2

Despite efforts at surveillance and control, there is extensive cheating on examinations, and this makes merit difficult to determine.

#### Recommendation #2

Face this issue directly and agree upon steps to eliminate, or at least to reduce, cheating on examinations. Implement these steps, assess their effectiveness, and repeat the process of planning and trial.

## 3. TEACHER PLACEMENT AND DISTRIBUTION

### A. RELATIVELY SIMPLE AND RAPID

#### Situation #1

Teachers from urban areas who are assigned to rural areas are often not happy there and frequently refuse to serve, spending a great deal of their time seeking transfers.

#### Recommendation #1

Train local rural people to be teachers rather than assigning urban people to rural posts.

#### Situation #2

Building residential quarters next to female primary schools is a good idea; but presently they are inadequately built, sometimes awkwardly located, and rarely contain needed amenities.

Recommendation #2

Until qualified local teachers are available, provide minimal amenities as standard features of all residences.

Situation #3

Female teacher residences, when available, are often misused.

Recommendation #3

In both existing and future residences insure that they are used to house teachers and not for other purposes. When no teacher needs to be housed, insure that they are then used for a valid educational function.

Situation #4

Hostels for female teachers, when available, are often misused.

Recommendation #4

- (a) Survey the use and condition of present hostels, and upgrade them where necessary;
- (b) insure that existing and future hostels have an "incharge," suitable kitchens, a common room or other area for relaxation, boundary walls, and, if possible, a cook/cleaner; and
- (c) make sure hostels are used for the purpose for which they are built.

Situation #5

The chowkidar system for female teacher residences and hostels does not function properly, either because chowkidars are not sanctioned or because they often do not do their job properly when sanctioned and present.

Recommendation #5

Insure that all female residences and hostels have able chowkidars who understand their jobs, do them properly, and are adequately compensated for doing them. In the absence of chowkidars, provide equivalent security measures.

Situation #6

In many areas it is not socially acceptable for a female teacher to live alone. Where this is acceptable, female teachers may not feel comfortable and secure when doing so.

Recommendation #6

Where appropriate, investigate the feasibility of  
(a) instituting a chaperonage allowance,  
(b) assigning married couples to teacher residences, and  
(c) assigning more than one female teacher to such  
residences.

Situation #7

Care for female teachers' children is not available.

Recommendation #7

Where appropriate, investigate the feasibility of providing  
child care or an allowance for this purpose to female  
teachers who have this need.

B. DIFFICULT BUT POSSIBLE WITH TIME AND EFFORT

Situation #1

The process of obtaining a teacher transfer is lengthy and  
wastes the time of the teacher transferred, of his or her  
students, and of officials in the Education Department.

Recommendation #1

(a) Simplify the teacher transfer procedure, and follow the  
new procedure as stated;  
(b) Take whatever steps are possible to reduce favoritism  
and political interference in the matter of teacher  
transfers; and  
(c) Strictly enforce the new rule to transfer teachers only  
during vacation periods.

Situation #2

The allowance system favors teachers who teach in urban  
areas, but teacher shortages exist primarily in rural, far-  
flung and unattractive areas.

Recommendation #2

Reorganize the allowance structure so that it favors  
teachers in rural, far-flung and unattractive areas; and add  
special allowances to appeal to potential female teachers.

Situation #3

Special housing arrangements favor urban teachers.

Recommendation #3

Institute special housing arrangements and allowances which will help make service in rural, far-flung and unattractive areas desirable.

Situation #4

Conveyance allowances favor high salaried teachers and urban teachers.

Recommendation #4

- (a) Base conveyance allowances on actual distance traveled and cost of this travel.
- (b) Restructure these allowances so that they favor teachers in rural, far-flung, and unattractive areas.
- (c) Female teachers have special transportation difficulties and need more generous transportation arrangements and allowances.

Situation #5

Female primary schools with no teachers or with untrained teachers often are located within bussing distance of urban areas where qualified teachers are available.

Recommendation #5

Where feasible, provide busses or other vehicles to transport groups of female teachers from urban to nearby rural areas.

Situation #6

The present unattractive area allowance is helpful but inadequate.

Recommendation #6

Raise the amounts and ceilings of the unattractive area allowance.

Situation #7

The present pensions are helpful but inadequate.

Recommendation #7

Raise the amount of pensions, particularly for teachers who have served successfully in rural, far-flung and unattractive areas and for female teachers.

#### 4. LEAVES, ABSENCES AND RETIREMENT

##### A. RELATIVELY SIMPLE AND RAPID

###### Situation #1

Leave taken is not always properly recorded and monitored.

###### Recommendation #1

Develop procedures which allow for consistent and accurate recording and monitoring of all leave taken.

###### Situation #2

Even though teacher leaves can be many and lengthy, substitute teachers are not provided for teachers on leave except in the case of some of the longer leaves.

###### Recommendation #2

Institute a substitute teacher policy which provides temporary teachers for a wider variety and length of leaves.

##### B. DIFFICULT BUT POSSIBLE WITH TIME AND EFFORT

###### Situation #1

Current leave rules are very generous, and are often abused.

###### Recommendation #1

Review all leave rules, revise where necessary, and insure that all rules are followed as stated.

###### Situation #2

Medical leave is generous but medical costs can be high for a person on a low teacher's salary.

###### Recommendation #2

Increase medical allowance.

###### Situation #3

Teachers abuse the maternity leave policy.

Recommendation #3

Enforce the policy more carefully and provide liberal maternity benefits only for a teacher's first two pregnancies.

5. QUALITY OF PROGRAM

A. RELATIVELY SIMPLE AND RAPID

Situation #1

An important tool for improving teacher motivation and quality is active and imaginative instructional supervision of teacher performance. Such supervision is now improving but still inadequate.

Recommendation #1

Continue to improve supervisory programs and practices, as planned.

Situation #2

Comments in logbooks and ACRs are currently done in a brief and perfunctory manner which does not improve teacher performance or student achievement.

Recommendation #2

Train supervisors to make analytical and helpful comments in logbooks and ACRs or replace logbooks and ACRs with a monitoring system which is more useful and efficient.

Situation #3

Currently, supervisors are not always clear on how to do their jobs.

Recommendation #3

As planned, create clear and complete job descriptions for supervisors and continue to give them training in instructional supervision.

## B. DIFFICULT BUT POSSIBLE WITH TIME AND EFFORT

### Situation #1

Supervisors may have more schools than they can supervise effectively.

### Recommendation #1

Where feasible and equitable, reduce supervisor loads or increase the number of supervisors, and improve their access to transportation.

### Situation #2

Teachers are not rewarded for a job well done; consequently, they have little reason to try to do their jobs better.

### Recommendation #2

Institute a system of teacher incentives which will reward those professional behaviors the Directorate of Primary Education wishes to encourage.

## C. MAJOR CHANGE WITH FAR REACHING IMPLICATIONS

### Situation #1

Officials working at levels of the Directorate of Primary Education above the level of classroom teacher seldom have teaching experience in primary schools.

### Recommendation #1

- (a) Provide training which offers realistic and acceptable substitutes for primary experience to current officials of the DPE;
- (b) create the career ladder described above; and
- (c) in the future hire as DPE officials predominantly persons who have primary teaching experience.

### Situation #2

Decisions concerning teacher training, posting, transfer, allowances, leaves, supervision and other areas are often based on tradition or unsupported opinion.

### Recommendation #2

As planned, gather appropriate data so that decisions can be based as much as possible on current and accurate information.

Situation #3

Rules, whether sensible or not sensible, are often not followed.

Recommendation #3

Establish a clear and reasonable set of rules and regulations for the training, posting and transfer of teachers, and follow these rules and regulations as stated. Institute disincentives for not following rules.