

NEWSLETTER

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Teacher Management: Issues and Innovations

The theme for this issue of the ANTRIEP newsletter is “**Teacher Management: Issues and Innovations**”. Member institutions were requested to contribute articles on the theme about the existing status and practices in their respective countries. The responses were prompt and positive. We have included articles from BRAC (Bangladesh), Ballitbung Dikbud Centre for Policy Research (Indonesia), KEDI (Korea) and SEAMO INNOTECH (the Philippines). This edition also has extracts from Catherine Gaynor’s book *The*

Supply, Condition and Professional Development of Women Teachers.

The article from BRAC (Bangladesh) discusses teacher management practices in the Non-Formal Primary Education Programme. It describes the management structure and recruitment policy for BRAC school teachers. The process of teacher development and their service conditions are elucidated, as well as the administrative practices and measures for accountability. Some difficulties and motivating features specific to BRAC are also touched upon.

The Indonesian article presents various problems faced by the teachers. The article highlights specifically aspects like quality, tenure status, remuneration and distribution of teachers. New measures for enhancing teacher accountability have also been described.

The article from Korea discusses the recent efforts in the area of teacher management in the country. It deals with reforms in teacher management, such as teacher selection, training, certification, etc. It also addresses issues related to teacher deployment, welfare measures and other policy aspects.

The paper from the Philippines describes the teacher as a crucial input in a production process and studies the situation in the island nation. Remuneration, deployment and training are the various aspects taken into account for building a strong case for a sound policy in the management of teacher.

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The papers in this issue indicate that all the countries recognise the need for good teacher management practices as important inputs for development of basic education. Certification, training, accountability, working conditions, deployment policy and remuneration of teachers seem to be most significant areas requiring attention in all the countries. In these areas, reform processes are either already underway or have just begun, and there is a concerted effort in all the countries to

facilitate teacher professionalism and the socio-economic status of the teachers.

We continue to receive encouraging responses to the Newsletter from various individuals and institutions. We express our gratitude to the contributors in this issue of the Newsletter and also to all the readers for their encouragement.

Editor

Management of Teachers: Efforts and Issues in Korea

Introduction

There is no doubt that competent and dedicated teachers are the critical input in realizing high quality education. With respect to the management of teachers, attracting and maintaining a high quality teaching force, that is, facilitating teacher professionalism, should be the major focus. In Korea, teacher professionalism is regarded as a compound concept of positive thinking and attitudes about teaching, continuous self-training and development, good knowledge on the subject area, positive perspective and logical thinking capability, and maintaining good health (Song, 2000). In this context, the Korean Government and the educational system have constantly tried to improve the quality of teacher education to attract high quality college graduates and facilitate teachers' professional development.

Certification and Recruitment

The law in Korea requires all graduates from teacher training institutions to be certified by the Ministry of Education. This ensures that teachers are adequately qualified, and also instils teachers with a sense of commitment and professionalism. However, the teaching certificate is conferred

without additional testing, that is, elementary and secondary school teacher candidates who graduate from an accredited institution are certified without an examination.

In Korea, certification does not necessarily mean employment. Currently, prospective teachers are recruited to public schools through open competitions, which include teacher selection examinations. The boards of education in each geographic area hold the examination once a year. This employment test is composed of a preliminary written test on pedagogy (30%) and the major subject (70%), and a final test of presentation and interview. The problem is that neither the preliminary written test nor the final test necessarily guarantees the selection of high quality candidates. The validity and reliability of the written test have been questioned, and there is little variation in the results of final oral test.

Socio-Economic Status and Working Conditions

The socio-economic status (SES) of Korean teachers is considered to be low when compared to that of college professors or other professionals. As of 1998, the annual salary level for teachers

The July – December 2001 issue of the ANTRIEP Newsletter will focus on **The Role of Non-Formal Education in Achieving Education for All**. The member institutions are requested to send their contributions to the Editor not later than 10th October, 2001.

was between US\$ 10,242 (\$19,630) and US\$ 29,291 (\$56,000) (MOE Internal Data, Nov. 1998; the exact amount varies depending on the exchange rate). A teacher's salary and benefits are comparable to those of most public employees but are lower than employees in industries. Despite a long tradition of Confucianism, which holds teachers in high esteem, social attitudes about teachers are deteriorating. In fact, most Korean teachers perceive that the SES of teachers is lower than that of other professionals.

In terms of working conditions, the workload on teachers is very high. In 1998, the average class size was 34.9 at the elementary school level, 40.8 at the middle school level, and 48.2 at the high school level (Education Statistics in Brief, 1998). In addition to their teaching duties, teachers have to spend many hours on additional administrative work. The lack of specialized administrative support may even force teachers to be involved in extra miscellaneous work. Apart from all this, their offices are not well furnished, and most teachers believe that they are not adequately compensated in terms of remuneration and working conditions. This, combined with the low socio-economic status accorded to teachers, influences teacher morale negatively. This may result in the system's failure to attract bright young people into teaching (Choi, et al., 1997).

Recent Reform to Improve Teacher Professionalism

In the mid 1990s, the Presidential Commission on Education Reform began to work on a proposal for intensive educational reform in Korea with the perspective that the achievement of high quality education is at the very base of national prosperity. The Commission emphasized that policy priority should be given in the area of teachers and teacher education to the "revitalization of a teaching society," which will then lead to a high quality of education (Jin, 1997). In its fourth official report (August 20, 1996), the Commission set up several important directions of teacher policy (Presidential Commission on Education Reform, 1996). Following the direction, the Ministry of Education devised more

detailed policy plans and measures. Some new measures were introduced, and some others are in the process of implementation as follows:

- (A) The first key policy focus is on reforming the pre-service training system to produce high quality teachers with expertise in subject areas and a high commitment to teaching. Accordingly, an institutional evaluation system for teacher training institutes was launched in 1998.
- (B) The second policy focus is on validation of teacher selection procedure. Accordingly, the teacher selection examination has been reformed to consider comprehensive evaluation factors, such as a written test, interview and a teaching demonstration.
- (C) The Commission emphasized diversifying teacher certification and employment status. The Ministry has devised new categories of teachers, such as contract teachers, circuit teachers, teachers with multiple teaching certificates and research teachers. In addition, training for elementary school teachers in art, music and physical education was reinforced and teachers specialising in these areas began to be recruited or appointed. These changes are regarded as extraordinary from the Korean perspective.
- (D) The Commission proposed the improvement of specialized professional support for teachers. Opportunities for in-service teacher training have been increased by introducing "accumulated credit system" and linking credits to teacher promotion and compensation.
- (E) The Commission recommended the improvement of the teachers' welfare system, to attract and retain competent teachers. At present, teachers receive special allowance for their extra work and responsibilities. Also, the insurance system was reinforced by expanding the functions and compensation scope of 'Compensation Fund for School Liability' (Korean Ministry of Education, 1999a).

On-going Efforts

The doubts about the competitiveness of the teaching force call for another initiative to upgrade teacher professionalism. In the beginning of 2000, the Ministry of Education proposed "A Strategy Agenda for the Advancement of Teaching Professionals (Draft)" in order to boost the morale in the profession. However, ratification has not yet been accomplished due to strong opposition by some interested groups. The initiative is expected to affect teacher professionalism positively, but to a limited extent.

Problems and Issues

Notwithstanding the various efforts during the last two decades, achieving high quality of teaching force has not yet been accomplished. It is still an ongoing and very complicated process. The lesson from the Korean experience is that efforts and initiatives led by the government always have limited success in accomplishing the expected objectives. The reason seems to be twofold. One is that reform itself is always not easy and takes time. The other is that most efforts and policy initiatives in Korea are from the government. Constituents of the teaching society were sometimes resistant to the top-down policies because some of the policies required hard work, abolished vested opportunity, or did not seem quite reasonable for their situation. Therefore, actively involving the people concerned in the process of reform seems to be the most important task at this point.

Teacher Quality

The quality of teacher candidates has fallen significantly since many bright young people are now lured into other occupations and new industries. Problems in teacher remuneration, working conditions and poor conditions of teacher training institutions seem to hinder quality control in teacher training. In view of the dwindling proportion of male teachers, the policy priority at this point seems also to be to attract high quality male candidates into teaching. For this purpose, scholarships and a waiver system for military service could be considered (Choi, et al., 1997). However, in the near future,

teacher training policy will also have to focus on attracting bright female candidates, who are likely to otherwise follow more prosperous careers in fields previously closed to women.

Supply and Demand for Teacher

There has been a balance in the demand-supply of teachers. This supply-demand balance at the elementary level has been possible because the government controls the number of teacher trainees enrolling at the university in accordance with the employment expectations. This long-persistent situation was suddenly changed in 1998 because of the policy of lowering teachers' retirement age from 65 to 62 and activating an early retirement system. The simultaneous retirement of the teachers between 62 and 65 years age and the early retirement rush resulted in a teacher shortage.

Despite the increased number of teacher selection examinations conducted (in 1999), 8,073 elementary school teacher vacancies could not be filled because the supply of elementary school teachers was inadequate due to the closed training system. It is anticipated that the imbalance in the supply of and demand for teachers will continue for several more years .

Teacher Preparedness and Revised Curriculum

National curricula of elementary and secondary schools have been revised on a periodic basis to reflect the emerging needs of a changing society and the new frontiers of disciplines in Korea. The Seventh National Curriculum period began from the year 2000. The Seventh Curriculum emphasises learning according to the individual academic capability.

Regardless of their in-service training, most teachers do not seem prepared for teaching students on the basis of their capabilities. The current teacher certification and classification systems do not appear to be adequate any longer. There are voices insisting on reforming the system of teacher training and certification itself (Kim., et al, 1994; Park & Ko, 1998; Park., et al. 1999). However, debates on reforming the system are continuing and no final

decision has yet been taken.

Even though many innovative policy measures are in the process of implementation, numerous long-term problems and issues are still persisting where the teacher quality is concerned.

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Management of Teachers in Basic Education in Indonesia: Issues and Innovations

Introduction

The present paper covers discussion on management of teachers with special reference to basic education. In Indonesia basic education consists of six years at the primary school level and three years at the junior secondary level.

Teacher Tenure and Income

Schools in Indonesia have two types of teachers. The first type consists of permanent teachers, and the second, part-time teachers. The former typically comprises government paid teachers or tenure teachers. They teach in both public and private schools. Those teaching in public schools are seconded to private schools. This is a form of the government's subsidy to private schools. In addition, private schools also independently recruit the teachers themselves. These tenure teachers are paid their salary by the government according to their ranks. Both categories of teachers in private schools and in public schools receive the same salary from the government as long as they have the same rank and experience.

Part-time teachers, also called "honorary teachers", suffer the most. They face two related problems, the first being their tenure status, and the second, their income. There are many cases in public schools where teachers have been teaching for ten years, yet they could not get their tenure. To get the tenure, teacher candidates should pass an entrance test. The entrance test consists of two parts: the general test and the test in their area of specialisation. The general test consists of the state ideology (Pancasila) while the specialisation test consists of the subject of specialisation of the candidate.

Since the number of honorary teachers is significantly large, therefore the government cannot just ignore them. As a consequence, the qualifying criteria is not only based on the test scores but also on the number of years' of experience as honorary teacher and on the education level. But a dilemma arises because usually candidates who have served as honorary teachers tend to have lower test scores than fresh graduates from Teacher Training Colleges. The policy makers are thus

trapped between two ends. On the one hand, they have to pass honorarium teachers who have the experience but low test scores, and on the other, they have to forego new candidates who lack experience but have high-test scores. In many cases, they do not come up with fair solutions. As a result, policy makers have to consider each case separately and make their decision.

Even if an honorarium teacher does not pass the entrance test, he/she can still continue to teach in the school where he/she was recruited, as he/she is appointed by the school principal. However, the monthly honorarium of such teachers varies from one school to another. On an average, the amount is between 25,000 – 75,000 rupiahs per month (at current rate US\$ 1 equals to 11,000 rupiahs). There are many teachers who remain as honorarium teachers for ten years or more, hoping that one day they would get tenure status.

Tenure teachers are paid according to their rank and experience. A new tenure teacher with Strata 1 level education is granted Rank IIIa, when the highest Rank is Rank IVe. A tenure teacher will automatically be promoted to a higher rank every four years regardless of his/her performance. In addition to the salary, teachers also get monetary incentives. Each teacher receives an incentive amount according to his/her rank.

Thus a tenure teacher with 25 years' experience and Rank IVe receives about 1.25 million rupiahs per month. However, this amount is much lower compared to a professional in a private company with equal work experience, who gets about 15 – 17 millions per month. But if compared with other government officials, the income will not be different since the salary scales of both are the same. Many teachers, especially those who teach science and mathematics, are more likely to take up private tuitions, which is an additional source of income.

The profession of teachers in Indonesia is in a grim state. This seems to be an extreme remark but nevertheless it is true, making the teaching profession the least preferred profession today in Indonesia. This is primarily because of the low income accrued. Teachers in urban areas complain

that their monthly income is only enough to support them for less than three weeks, while their counterparts in rural areas not only complain about low income but also the delay in the payment of salaries. Teachers in rural areas often receive their salaries only every three months due to transport difficulties. This is especially true for teachers from outside Java Island, that is, areas such as Kalimantan or Sumatera.

Furthermore, teachers tend to be the targets of fund solicitations by National Teachers Associations (PGRI). The solicitation is mandatory for every teacher and it is typically done by deducting some amount from his/her salary without any consent from the teacher. This is done because PGRI is an association for teachers and it is assumed that every teacher is automatically a member.

The low income of teachers has shown an ironic and sad phenomenon. On the one hand, teachers have a sacred mission to make students academically more skillful, but on the other they are unable to provide education for their own children simply because their meager incomes are insufficient to financially support their children's education.

Teachers in Indonesia are labeled as *unsung heroes*. During the centralised era, this slogan seemed to be effective in maintaining the high morale of teachers. Thus although they received a low income, they remained fully dedicated. In rural areas, teachers were willing to donate some of their already low salary for a kind of scholarship to students prone to drop out due to economic reasons. As the education management shifted towards decentralisation and was accompanied by more open and democratic political systems, teachers have become more aware about their deprived status and more courageous in expressing their dissatisfaction with the current system and its unfair treatment. This is seen by the fact that they held demonstrations in Jakarta to call for appropriate treatment and ask for better welfare. Some teachers in West Java province even established a new teachers association apart from the PGRI. This was brought about as a result of their discontentment

due to the fact that PGRI could no longer accommodate their interests.

Teacher Quality

Majority of teachers at primary level have secondary education while at junior secondary level most of them have Diploma 2 and above levels of education. If we consider the education level of teachers as an indicator of their quality, it shows an improving trend. This improvement is primarily because of the phase-out policy introduced by the government in 1989. This policy set that the minimum education level for teachers at the primary level should be Diploma 1, and Diploma 2 for the junior secondary level.

Teacher quality has remained as an unfinished item of the educational agenda. In each meeting or seminar the quality of education is a theme, and the quality of teachers is always addressed and considered one of the determinants. However, the problem of poor quality has not been overcome so far. The quality of teachers at the basic education level is still among the prominent problems as they still lack teaching skills and mastery levels. Strangely enough, however, teachers do not consider that they lack these skills. A survey currently being conducted by the Centre for Policy Research (May, 2001) shows that more than 70% of teachers do not consider that they lack teaching skills or have low mastery levels. Most of the teachers expressed, instead, that the lack of teaching materials and other education facilities affect their teaching competencies. As also expected, teachers pointed out that low teaching incentives were a factor that discouraged them from maximizing their teaching capabilities.

Low teaching skills due to improper selection of new teachers and inadequate teacher training programmes are other persistent problems. All of these result in the low academic achievement of students. In spite of the changing situation, the teaching profession is still neglected.

Teacher Deployment

The distribution of teachers tends to be unequal between rural and urban schools. Good quality

teachers are mostly concentrated in urban areas. There are two ways in which this happens. First, once a teacher completes his/her probation period, which is typically three years, he/she will insist on moving to an urban school. The government cannot fire him/her since once he/she is given the tenure as a government official, he/she has the right to move to any place within the Republic of Indonesia territory. Likewise, female teachers also have the right to get transferred to another place to follow their husbands. The transfer request cannot be rejected in case of a female teacher whose husband is in the army or in the police service.

Over the last one year, the policy of decentralisation has delegated the power to deploy and redeploy teachers from the central government to the district administration. This has been done with a view to ensure that the teachers in the districts are equally distributed between rural and urban areas. However, its effectiveness has not been evaluated yet, and unequal distribution persists without being entirely eliminated.

Teacher Accountability

Teacher accountability is a new phenomenon and this concept is being introduced as a pilot project under the school based management scheme conducted by the Directorate of Junior Secondary School. Currently, the pilot project covers more than 2000 primary and junior secondary schools all over Indonesia. The selection of the schools is based not on the quality of schools but rather on their clarity in defining their vision and programmes. The programme is scored high if the school can promote community participation also. This is emphasised since the project is also intended to promote teacher accountability to the community.

Each selected school is provided with a block grant allocated to support the programme. Each teacher is guided by a consultant in implementing the programme, which is operationalised in the classroom. The teachers are required to make significant and measurable progress, and in this way, are made accountable to the principal and the local community around the school. Thus, teachers, instead of undergoing formal training, learn through

practice in the school itself.

Although this block grant is allocated to schools with achievable programmes, it is not merely restricted to academic improvement. It can also cover the promotion of students' sporting or artistic performance. Thus even a teacher with low academic achievement can participate in this project as long as he/she is able to improve students' performance in these areas.

Note: Higher education institutions in Indonesia offer both degree and non-degree programmes. The degree programmes consist of Strata 1, 2, and 3. Strata 1 is equal to Bachelor's Degree, Strata 2 equal to Master's Degree, and Strata 3 equal to a Doctorate Degree. Non-degree programmes consist of Diploma 1, 2 and 3. The number indicates the number of years required to finish the programme. Diploma 1 is thus one-year programme etc.

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Teacher Management in the Philippines

Introduction

In the Philippines, the Constitution grants the highest budgetary priority to education, and total government expenditure on education has grown in recent years. However, the sector still faces backlogs in provision, with expenditure programmes frequently tempered by revenue constraints. Thus, even within the education sector, teachers, textbooks and school buildings have to compete for available resources. The goal of the policy is to strategically allocate scarce government resources among these factors of production, and to achieve desired learning outcomes at least cost.

This article will tackle issues on the management of teachers as inputs in the education process. Specifically, issues on teacher remuneration, deployment and training in Philippine public basic education will be discussed.

Teachers may be considered a distinct resource – their profession entails putting together the other factors in the educational process to effect learning. While textbooks, school buildings and other factors may be considered as passive inputs, teachers, by their very nature as human being, are active inputs. They are change agents capable of almost instantaneously increasing or decreasing their contribution to learning through motivation, innovativeness and personal involvement. They can enhance the productivity of other inputs in education. Working with a fixed mix of students, textbooks,

curricula and school buildings, the extent and quality of teaching can alter learning achievement across a wide range.

This suggests that teaching and teachers are highly responsive to incentives (or disincentives), an important policy variable in education. Incentives can be direct, as in the case of improved remuneration, or indirect, as in the case of flexibility in teacher transfer or deployment procedures. It is, therefore, important to include teacher management as an essential component of education policy.

Teacher Remuneration

Public school teachers used to be among the lowest-paid employees despite assurance by the law (Magna Carta for Public School Teachers) to the contrary. They even received salaries lower than those in professions of comparable qualifications. However, in the decade covering 1985 to 1995, substantial improvements were observed. Teacher remuneration in public basic education grew almost five times.

The improvement was made possible by a series of teacher salary adjustments (such as that provided in the Salary Standardization Law) in the late 1980s and the 1990s. While they improved teacher's welfare, they also resulted in some unintended effects. For example, by 1997, salaries of public school teachers were found to be almost 70 percent higher than the salaries of private school teachers.

This induced a number of teachers out of the private sector, a key co-provider of basic education, and caused an oversupply of teacher applicants in the public sector, but who could not all be taken in due to limited number of additional teacher posts being created every budget year. Increase in teacher productivity was not attained probably because the salary increases were not accompanied by efforts to right-size the teaching force.

Perhaps the effect of these salary adjustments was felt more on the budget of the Department of Education, Culture and Sports (DECS). Teacher salaries bloated the personal services component of the budget. Already comprising 74 percent of the department budget in 1990, it rose to 88 percent in 1999. The disproportionately high amount for personal services crowded out allocations for maintenance and other operating expenses, and capital outlays, sacrificing the provision of other inputs such as school buildings.

However, that the teacher salary adjustments were not unwarranted. The need to improve teacher welfare is hardly a debatable topic. In addition, increased remuneration is one of the most potent incentives in any sector.

Teacher Deployment

The authority to hire, fire and transfer teachers is vested on DECS. The policy on teacher deployment, which sets the manner of distributing teachers across regions and schools, is specifically governed by the Magna Carta for Public School Teachers. It prohibits teacher transfer without the teacher's consent. Although a division superintendent, district supervisor or school principal can decide on the transfer of a teacher for selected emergency situations, the transferred teacher can make an appeal to DECS. The appeal defers the transfer and is a cumbersome process. The original intent of this policy is to protect public school teachers from whimsical decisions of their superiors. However, the practice causes problems in the deployment of teachers; some of these are:

1. Both DECS and local governments are restricted from deploying teachers in areas where they are

most needed. The system does not have the flexibility to move teachers from surplus areas (usually urban) to shortage areas (usually rural). Some areas have to deal with overstaffed schools while others face difficulties meeting their requirement for teachers, resulting in a wide range of pupil-teacher ratios.

2. In places where there is an excess of teachers, some teachers are given administrative and clerical assignments. This practice has become accepted but is grossly inefficient because lower-salaried employees instead can perform these tasks. A teacher-should-only-teach deployment policy can save the government P1.47 billion or US\$29.4 million (US\$1=P50) in elementary schools and P804 million or US\$16.08 million in secondary schools.
3. In places where there is a shortage of teachers, local governments are forced to hire supplementary teachers. They are paid lower salaries, presumably drawn from the Special Education Fund.
4. Less experienced teachers are posted to remote rural areas where teaching conditions demand more experienced teachers.

While frictionless movement of inputs to their most efficient uses is understandably unrealistic, good policy would attempt to approximate that. Given a teacher's qualifications and personal circumstances on the one hand, and educational needs on the other, a teacher should be deployed in the region and school where he/she would be most effective in facilitating learning. The problem described above do not allow this ideal action.

Instead of fully relying on DECS to recruit teachers for their localities, local school boards, following nationally set standards and guidelines, can be allowed to assume all teacher recruitment functions. Ultimately, this will correct imbalances in teacher deployment, both within and across localities.

Teacher Training

Teacher training is a definite strength of the Philippine education. In addition to the basic

academic requirement of a 4-year bachelor's degree in education, teacher applicants need to pass a licensure examination and when already in the service they are encouraged to attend training periodically and qualify to become master teachers, a scheme introduced some years back to retain good teachers in the classroom instead of aspiring to become school administrators.

Continuing professional education is provided by many teacher education institutions and in other state and private universities, as well as specialized institutions. Prominent among these specialized institutions is the Regional Center for Educational Innovation and Technology under the Southeast Asian Ministers of Education Organization (SEAMEO INNOTECH).

The teaching profession in the Philippines follows an accreditation system for training acquired while in service. A facet that needs additional attention is providing training opportunities to teachers in remote areas and to teachers with little financial means to acquire training. Multilateral donor agencies have contributed much to this effort. However, a more systematic and sustainable nationwide delivery system is yet to be established. Joint financing schemes with the private sector may be feasible. Innovative schemes, such as distance learning programmes for teachers, including the appropriate credit assigned to them, can also be thought of.

Decentralized Management

The government's continuing decentralization thrust is the backdrop against which teacher management in the Philippines can be considered. In Philippines, while other basic government services had been devolved to local governments, education remained largely in the confines of the national government. Devolution of powers and functions to include those relevant to teacher remuneration would enable local governments, particularly local school boards to have a better grasp of the education-related needs and interests, and labour market conditions in their areas.

The devolution would also facilitate to reward more qualified teachers, entice those more motivated to go to areas where teaching poses more challenges

(such as underserved rural areas). It would accurately reflect market conditions in a locality, to determine teacher compensation on a local basis. The DECS can prescribe minimum compensation levels and working conditions.

However, like any structural change, decentralization should be accompanied by appropriate transitory measures and institutional capability building.

Note: Statistics cited in the sections on *Teacher Remuneration* and *Teacher Deployment* were drawn from Maglen and Manasan, 1999.

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Teacher Management: Practices in BRAC's Non-Formal Primary Education Programme in Bangladesh

Introduction

Although the government of Bangladesh has a standardised teacher management system in the formal education sector, there is no equivalent and uniform system in the non-formal education sector being operated by NGOs. This paper highlights the practices of teacher management in BRAC's Non-Formal Primary Education (NFPE)¹ programme which are integral to the management of the overall education programme, and presents how BRAC manages its teachers.

NFPE Programme

BRAC has been operating two different models of schooling in the non-formal sector. The first model, called NFPE (Non-Formal Primary Education) is a four-year course for children aged 8 - 10 years. The second model, called BEOC (Basic Education for Older Children), is a three-year course for children aged 11-14 years. Within the respective time spans, both models cover equivalent to five years of primary academic cycle of the formal system, by reducing the number of holidays and increasing the contact hours.

These school models are set up in both rural and urban areas. Children who belong to the poorest and most illiterate households and have never enrolled in a school or have left school before gaining a basic education, are preferred for admission. Girls are given special preference and constitute 66% of those enrolled.

The BRAC school is a single class school set up close to the learners' home. For each school, one teacher is appointed who takes the children through a complete cycle. She or he alone teaches all the subjects introduced in these schools, i.e., Bangla, English, Mathematics and Social Studies. The maximum number of learners per class is between 30 and 33. The classes are conducted for three and half hours a day on an average, six days a week for

an average of 268 days a year. As on December 2000, there were more than 31,000 schools which had about 30,500 teachers in 459 BRAC team offices.

BRAC School Teachers and Their Management

The teachers for BRAC schools are selected from the community in which the schools are located to ensure their acceptance in the community. In selecting teachers, women are given special preference, particularly in rural primary schools. Teacher management in BRAC's education programme is integral to the decentralised programme management system.

The concerned Regional Managers and Team In-charges in their respective areas are in-charge of the administration, i.e., teacher recruitment, replacement, deployment and termination. The Programme Organisers (PO) and Resource Teachers (RT) develop and improve teachers' pedagogical and teaching skills by supervising schools and providing refresher training. They also provide necessary feedback to the higher management about the teachers' job-related issues. The School Management Committee is responsible for the monitoring of teachers' regular attendance in schools. The BRAC staff associated with teacher management, manages teachers via a horizontal relationship rather than through an authoritarian approach.

Teacher Recruitment

BRAC school teachers are recruited by the local education authority (Team Office) under the direct supervision of Regional Managers. Teachers are not formally recruited. Relevant information on potential teachers is collected through a village survey. Subsequently, interested persons are advised to apply for the teaching posts in the new schools. The applicants are interviewed by means

¹ NFPE is one of the sector programmes of BRAC Education Programme (BEP). BRAC also has a programme in the formal education sector.

of a written and verbal test. The objectives of the recruitment policy are to avoid biases and gratuitous interference of both the concerned staff and community, and to recruit good teachers as per the selection criteria.

The criteria adopted in selecting the potential teachers are: (i) teachers must be permanent residents of the village; (ii) they must have completed at least nine years of schooling; (iii) they must be married (in special circumstances unmarried females are considered); (iv) they must have good basic literacy and numeracy skills, strong common sense, presence of mind, an ability to articulate and an interest in teaching poor children; and (v) they must also be well accepted by the community (Lovell and Fatema, 1989).

If teachers resign or are sacked from any ongoing schools, the vacant posts are filled by the candidates from the panel. However, in such cases, teachers from neighbouring schools are temporarily entrusted the responsibility of running the school until the selected candidates complete their training.

Teacher Development

The provisionally selected teachers are sent to BRAC's residential Training and Resource Centres (TARC) for a duration of 12 days to receive pre-service training on basic concepts of learning theories and teaching practice. Based on their performance in the training course, their recruitment is finalised. Besides the pre-service training, the local authority provides an additional three-day in-service training to the finally recruited teachers. The local authority also conducts a one-day refresher course each month where teachers of same grade (not more than 30 participants) meet on a scheduled date under the supervision of the Programme Organisers to discuss problems and work on teaching-learning issues. The local management also supports the teachers through supervision and structured guidance.

Service Conditions, Salary and Benefits

Although the service conditions, salary and benefits of the teachers are determined by a general policy, the local management is responsible for their

implementation. As the BRAC schools are not permanent institutions, the teachers are recruited on contract basis. The job is not transferable and the candidate is appointed for one independent cycle until the course is completed. Teachers can resign at any time for personal reasons. Similarly, the BRAC local management can also terminate the teacher's contract for any given reason. After completion of the cycles, the concerned teachers are assigned to run new cycles if schools are reopened in the same area. Otherwise, the jobs of the teachers do not continue.

Teachers of BRAC schools are paid a very small monthly salary, which is currently Tk. 600 (about US \$12) in the first year and increases by Tk. 25 each year in the successive years. Teachers who run two cycles in a double shift school are paid a dual monthly salary. The amount for the second cycle is, however, fixed at Tk. 600 that does not increase in successive years. Salaries of BRAC teachers are not comparable with the salaries of teachers in government primary schools. The teachers in government primary schools are paid at least seven times more than BRAC teachers. They also receive additional benefits apart from their monthly salary, such as contributory provident fund, gratuity, pension, etc. BRAC teachers are not given any additional economic benefits other than their monthly salary. However, their income is better than teachers of schools operated by other NGOs.

Promotion and Deployment

As required by the programme, and depending on the teachers' performance, some BRAC teachers are promoted as Resource Teachers (RT). Teachers who complete at least two cycles in BRAC schools and demonstrate necessary qualities for a teacher and/or school supervisor, are given this opportunity. The RTs report to the concerned Team In-charge, and are responsible for the supervision of 10-12 schools. They visit each school twice a week. They also conduct monthly refresher courses. The RTs are given a salary of Tk. 2,350 per month which is about four times more than that paid to a BRAC teacher for teaching in one cycle. The RTs are made responsible for ongoing cycles only. Their jobs are

also non-transferable.

The local management employs the teachers not only as RTs but also as “batch trainers” for better use of their teaching and pedagogical skills. The teachers who demonstrate outstanding teaching performance and have additional skills in a particular subject, are preferred. In addition to teaching in their respective schools, the batch trainers are assigned to conduct refresher courses for the batch he/she is associated with. One batch trainer is selected from each batch for each individual subject. The objective of a batch trainer is to improve teachers’ skills and to ensure the quality of teaching. The batch trainers are not paid any extra remuneration for the additional responsibility.

Teacher Accountability

Teachers of BRAC schools are accountable to the community for providing quality education to the children in a community. The community is involved in the process through the formation of a School Management Committee (SMC) in each school involving community members. The SMC plays a major role in monitoring teachers’ regularity in attendance, and solving problems related to the schools. The teachers are responsible for sharing the academic progress of the learners with parents by establishing individual contacts and holding monthly group meetings.

Teacher Motivation

Although teachers are low paid compared to the volume of school related activities they have to handle, the rate of discontinuation from schools is negligible. This high rate of teacher retention is possible because of the motivational work done by local staff before they open schools in the villages. They sensitise the potential teachers as well as the community in such a way that teaching in BRAC schools becomes a “para-profession”. A sense of responsibility in teaching poor children is developed. The local management also openly discusses the prospects, provisions and limitations of the employment, i.e., terms and conditions, employment status, etc.

A study (Khan, 1998) found that most of the teachers being housewives, perceived it as a part-time job and a source of income that reduced their dependency on their husbands. They could also meet a part of the basic needs of their families. The scope to become Resource Teachers was found to be motivating them.

Conclusion

Teacher management is important for any low cost education programme. In operating the non-formal education programme, the local BRAC management often faces some problems relating to teachers. Training by BRAC is an expensive and rigorous process. Further, when trained teachers leave their job, the quality of teaching suffers as teachers are drawn from neighbouring schools and assigned additional charge (Khan, 1998).

BRAC’s NFPE programme is an innovative private sector educational initiative that follows an effective management system. Adopting effective practice of teacher management is one of the crucial inputs for the success of the programme.

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