

SITUATION ANALYSIS OF TEACHER EDUCATION: Towards a Strategic Framework for Teacher Education and Professional Development

PAKISTAN



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SITUATION ANALYSIS OF TEACHER EDUCATION IN PAKISTAN: Towards a Strategic Framework for Teacher Education and Professional Development

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Foreward

Pakistan has been well advised over the past decade by local, international and donor agencies alike of what is not working with regard to its public teaching system and its provision of professional development for teachers (see comprehensive bibliography). The issues of lack of accountability, lack of incentives, little hope of a career track, and motivation are all highlighted as problems confronting teachers. Moreover, these issues appear to be widespread resulting from the failure of the system itself (led by government institutions) which over the years has struggled to cater to one of the largest cadre of employees in the country¹. Coupled with the proliferation of teacher training institutions in the last decade (over 200) that have also been observed to be ineffective, service delivery appears to be currently fated. Some grand attempts have been made at improving the professional development institutions such as the ADB program in the mid 1990's that supported the establishment of the Provincial Institutes of Teacher Education (PITEs) and other outposts of training. However, programs like this one resulted more in the installment of infrastructure than improvement of quality education. In fact, a majority of projects and programs implemented over the years have unfortunately directed their energies at addressing the symptoms of the problems rather than correcting the root causes. The approach of asking the "institution" or the government in this case to solve its problems is inherently flawed when the institution is part of the problem—a problem that cannot be simply solved through the provision of hours upon hours of pre-service and in-service training programs off the shelf.

Senge (1990) discusses an organizational concept of 'burden shifting'. This concept is defined as an underlying problem in organizations that generates symptoms that demand attention. Senge argues that the underlying problem is difficult to address in these situations either because it is obscure or costly to confront. Hence, the burden of the problem is shifted to other solutions that are well meaning and 'easy fixes which seem extremely efficient'. Senge's management principle is applicable in education development in Pakistan. In this case, poor social indicators specifically those related to education have demanded attention if not by the Federal Government, then by external agencies. Pakistan's inherited problem of centralist control and lack of commitment or adherence to public policies for improved education could be characterized as its underlying problem. In Pakistan, the donor community has stepped in and set benchmarks for the improvement of student enrolments, literacy rates, teacher training programs and school buildings to address the symptoms of poor quality of education and its delivery. Solutions that address only the symptoms of a problem, not fundamental cause, tend to have short-term benefits at best. In the long-term, the problem resurfaces and there is increased pressure for symptomatic response. Meanwhile, the capability for fundamental solutions can atrophy. The broader implication of burden shifting in development is clear. All the financing and the external technical assistance possible cannot and will not make very much of a difference. Only when root problems are addressed in development can fundamental changes have much of a lasting effect. Chubb and Moe's (1990) argument that institutions cannot solve problems alone sometimes because they are part of the problem is arguably applicable to Pakistan.

The preparation of a Strategic Framework for Teacher Education and Professional Development, as stated below, is an attempt to develop a policy framework that captures the problems at the root and turn them into policy points for dialogue and action. In turn, the comprehensive review of Pakistan's experiences in teacher education reform will hopefully help the Government pave a constructive way forward. It is hoped that the strategic framework will contribute to the current national education policy review (2005-Present) that is concerned with paving the way toward a practical and yet innovative policy for teacher

¹ See Annex I for statistical data on teachers in Pakistan.

education in Pakistan. A commitment to policy reform, however, is something that the strategic framework cannot enforce.

Purpose Statement:

The purpose of the Strategic Framework is to review past attempts at teacher education reform, assess current policies and practices and develop a framework that transforms the root problems into policy points for dialogue and action.

This report provides a situation analysis that could be used to inform the development of a Strategic Framework for Teacher Education. The *Strategic Framework* is provided under separate cover. These reports have been supported under a grant funded by USAID. The overarching project was executed between USAID and UNESCO in 2005 and is expected to run for three years. The project is entitled “*Strengthening Teacher Education in Pakistan through the development of a Strategic Framework for Policy Dialogue, Coordination, and National Standards for Teacher Certification and Accreditation.*” The project goal is stated below.

UNESCO Project Goal:

The principle objective of the UNESCO overarching project is to improve the quality and professional development of teachers and teacher training institutions in Pakistan through the development of a strategic framework for 1) policy formulation and dialogue with a view to building consensus and mobilizing support for teacher education; 2) effective coordination of interventions in teacher education, including field-based teacher education activities; and 3) standard-setting for teacher certification and accreditation.

The key aim of the project is stated in UNESCO’s proposal summary, “*a key element of this [project] is to move away from the traditional notion of teacher training to the broader concept of teacher professional development. This requires a transformation of the policies and processes that support the teachers’ professional development.*”

The Situation Analysis and the Strategic Framework are not meant to merely represent another deficit study of the system of teacher education and professional development. Instead, it is hoped that the provocative nature of these documents together with well thought out guidelines will stimulate further dialogue and policy review which hopefully will lead to improvements in new generations of policy and practice.

UNESCO appreciates the cooperation and support of many individuals consulted for the development of this framework throughout the country. Pakistan has a wealth of education professionals who are committed to the purpose of improving education throughout the country.

UNESCO
Islamabad
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Acronyms

ADB	Asian Development Bank
AED	Academy of Educational Development
AIOU	Allama Iqbal Open University
AJK	Azad Jammu and Kashmir
AKF	Aga Khan Foundation
AKU	Aga Khan University
ALCEC	Alif-Laila Children Educational Complex
AusAid	Australian Agency for International Development
BCEW	Bureau of Curriculum and Extension Wing
BIMDTC	Balochistan Instructional Material Development and Training Cell
BoC	Bureau of Curriculum
BPEP	Balochistan Primary Education Program
CBF	Capacity Building Fund
CE	Certificate in Education
CIDA	Canadian International Development Agency
CMS	Community Model Schools
CPD	Continuous Professional Development
CRDC	Curriculum Research Development Center
CT	Certificate of Teaching
CTSC	Cluster Training and Support Center
DCTE	Directorate of Curriculum and Teacher Education
DFID	Department For International Development
DTC	Drawing Teaching Certificate
DTSC	District Training and Support Center
EC	European Commission
ECE	Early Childhood Education
EEC	Education Extension Center
EFA	Education For All
EMIS	Education Management Information System
ESR	Education Sector Reforms
ESRA	Education Sector Reform Assistance
ETRC	Education Technology Resource Centers
FANA	Federally Administered Northern Areas
FATA	Federally Administered Tribal Areas
FBTD	Field-Based Teacher Development
FCU	Federal Coordinating Unit
DSD	Directorate of Staff Development
GTZ	Germany Agency for Technical Cooperation
GCE	Government Colleges of Education
GCET	Government College of Elementary Training
GECE	Government Elementary College of Education
GoB	Government of Balochistan
GoNWFP	Government of NWFP
GoP	Government of Pakistan
GPI	Government Polytechnic Institution
GoS	Government of Sindh
HM	Head Mistress
ICPDP	Institute of Continuing Professional Development Punjab
ICR	Implementation Completion Report
IED	Institute for Educational Development
IER	Institutes of Education and Research

IM	Instructional Material
IRI	Interactive Radio Instruction
MDGs	Millennium Development Goals
MEd.	Masters of Education
MTBF	Medium Term Budgetary Framework
NA	Northern Area
NCHD	National Commission for Human Development
NEAS	National Education Assessment System
NEP	National Education Policy
NGO	Non-Government Organization
NISTE	National Institute of Science and Technical Education
NITE	National Institute of Teacher Education
NORAD	Norwegian Agency for Development
NPA	National Plan of Action
NPEP	Northern Pakistan Education Programme
PDC	Professional Development Center
PDI	Professional Development Infrastructure
PEDP	Primary Education Development Program
PEP-ILE	Primary Education Programme – Improvement of the Learning Environment
PESRP	Punjab Education Sector Reform Program
PhD	Doctor of Philosophy
PITE	Provincial Institute of Teacher Education
PPP	Public Private Partnership
PRP	Provincial Reform Programme
PRSP	Poverty Reduction Strategy Paper
PTC	Primary Teacher Certificate
PTEPDP	Pakistan Teacher Education and Professional Development Program
REEC	Regional Education Extension Centers
RITE	Regional Institutes of Teacher Education
SEP	Sindh Education Plan
SMC	School Management Committee
SPELT	Society for Promotion of English Language Teaching
TO	Training Outpost
TPD	Teacher Professional Development
TPTE	Technical Panel for Teacher Education
TPV	Third Party Validation
TRC	Teacher Resource Center
TTI	Teacher Training Institution
TTP	Teacher Training Project
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNICEF	United Nations Children’s Fund
UPE	Universal Primary Education
USAID	United States Agency for International Development

Introduction

The quality of education provided by the public sector in Pakistan has been poor due to low levels of teacher competence, lack of classroom-based support for teachers, poor quality of textbooks and learning materials, lack of systems to assess student-learning outcomes, uneven supervision, insufficient resources for critical teaching and learning materials, and weak sector governance and management (World Bank, “Third Punjab Education” 2006). Research indicates that teacher quality, and supportive school organization and management, significantly influence school improvement, and eventually pupil learning. Literature also suggests that the quality of a teacher is generally dependent on the quality of his/her education, training, and availability of post-training support (AKF 1998). The 1998 ABEL/World Bank report on teacher education in developing countries states that ‘whatever background experiences and qualifications teacher education staff come with, the quality of teaching in the program will be strengthened if staff:

- Have a clear concept of how adults and children learn best;
- Can impart subject pedagogies;
- Are active in classroom and school research to be current with issues and changing demands for teachers;
- Model good practices in their own learning; and
- Take time to reflect with students about teaching practice in conjunction with school observations (Craig, et al. 1998).

The situation analysis attempts to undertake a comprehensive review of teacher education in Pakistan. The Ministry of Education is currently in the process of formulating a new education policy and has undertaken a National Policy Review. As part of the evolutionary process leading to the development of the new policy, several Green Papers have been issued. The situation analysis also endeavors to answer, several of the key questions raised in the Green Paper on Teachers, including: (i) what are the deficiencies of the current training regimes; (ii) how can teacher training be improved; (iii) will an accreditation system help; and (iv) what would be a good accreditation system.

Section I will review all teacher education policies, plans, and programs since the 1990s. **Section II** will discuss the relevant organizational and institutional structures at the national and provincial levels. An analysis of all the major ongoing and planned initiatives in teacher education is provided in **Section III**. Attempts to improve the professional development institutions by the government, private sector, and Non-Government Organizations (NGOs) are documented. **Section IV** will highlight the status of and issues facing Teacher Professional Development (TPD). Finally, a series of policy, institutional, and curriculum-related recommendations will be presented in **Section V**, which will inform preparation of the Strategic Framework for TPD in Pakistan. The recommendations should be assessed in view of how they contribute to improved outcomes for students.

Section I: The Development of Educational Policy

Since 1947, Pakistan has observed more than 15 education policy regimes directing education improvement in the country. Each policy has been ambitious in its aims and critical of past failures. ‘A common feature of all policies, plans, programs, and schemes is that all of them, with the sole exception of the Second Five Year Plan, failed to achieve their objectives’ (Mitchell, Salman and Mujaffar 2005). Even large injections of international resources have been unsuccessful in significantly changing Pakistan’s education sector. For instance, despite Rs. 327 billion spent under the Social Action Program in the 1990s, enrollment rates decreased.

Over the years, the basic features of various education policies have remained the same, with every new policy adding to the objectives of the previous ones. Major policies governing teacher education were first articulated in the National Education Policy of 1992 (AKF 1998).

1.1 Policy Reforms at the National Level

1.1.1 National Education Policy (NEP) 1992

Salient features of this Policy include: universalizing primary education by 2002; raising the literacy ratio to 70 percent by the year 2002; tackling women’s education and the education of the poor through special programs; *improving quality by reasserting teachers role in the teacher-learning process* (the quality of instruction would be raised through an extensive in-service teachers’ training program), by modernizing curricula and text books, by improving physical facilities, and by introducing activity oriented computer sciences at all levels of school education.

1.1.2 National Education Policy 1998-2010

The NEP 1998-2010 contains six objectives and sixteen strategic actions. The objectives of this Policy include:

- To create a matching relationship between the demand and supply of teachers;
- To increase the effectiveness of the system by institutionalizing in-service training of teachers, teacher trainers and educational administrators;
- To upgrade the quality of pre-service teacher training programs by introducing parallel programs of longer duration at post-secondary and post-degree levels;
- To make the teaching profession attractive for young talented graduates, by institutionalizing a package of incentives;
- To develop a viable framework for policy planning and development of in-service and pre-service teacher education programs; and
- To provide for management training of educational administrators at various levels (Ministry of Education 1998).

The Policy undertakes a thorough assessment of teacher education issues and proposes corrective measures. Several of the identified issues remain valid since teachers are considered the lynchpin for quality and implementation of reforms in the classrooms (Jamil 2004). International Development Partners have suggested that once a national framework of policy principles and priorities is agreed and

communicated, the lower tiers of government should consider how their current strategies, plans, and programs reflect this framework and identify if any adjustments are required. The approach would result in a regulated rather than a controlling national policy framework (GoP, National Education Policy Review 2006).

1.1.3 Education Sector Reforms Action Plan 2001-2005-06

Initiated in 2001, the Education Sector Reforms (ESR) are not a new policy but rather an action plan to implement the NEP 1998-2010. The ESRs were launched after a wide consultative process and seek to improve access and quality and include quantitative and qualitative improvements as well as incorporate proposals for achieving Education For All. The issue of teacher education is considered implicitly within the crosscutting area of quality assurance (Khan 2004). However, the action plan does not mention any specific measurable indicators for this area. Relevant actions outlined include upgrading the basic qualification of a teacher to 12+1 and 13+1; implementation of the National Education Assessment System for standardized assessments in classes IV and VIII as measures of credible and replicable testing and curriculum revision; and the setting up of Tehsil Teacher Resource Centers (TRCs) as an innovative program (Ministry of Education 2002).

Under the ESR, an estimated Rs. 2,500 million were allocated for creating 500 TRCs for the period 2001-2004-05. The TRCs were to provide an opportunity for decentralized in-service training and serve as information facilities for local teachers. Their presence was viewed as particularly important in districts that lacked a Government College of Elementary Training (GCET) or Government Elementary College of Education (GECEs). While 380 TRCs were established in high schools at the district and tehsil level, they are not fully operational due to lack of financial and human resources. In addition, their responsibilities are also not clearly articulated. The TRCs can provide a chance for decentralized in-service training and cluster based professional support sites but their operationalization and optimization remains a challenge (Jamil 2004).

1.1.4 International Commitments

Pakistan has committed itself to the Education For All (EFA) commitments in the Jomtien Declaration (1990), which outlined an expanded vision for education, with a focus on quality, early childhood development and the needs of the poorest countries. Pakistan has been the first country to develop a national fifteen-year Plan of Action for EFA, which constitutes a critical component of its education reform package. Pakistan is also a signatory to the Convention on the Rights of the Child, affirming free and compulsory education as a human right. It has also ratified the Convention on the Elimination of All Forms of Discrimination Against Women (Khan 2004).

The EFA National Plan of Action (NPA) 2015 outlines many issues regarding Teacher Supply, Training and Supervision. The NPA highlights the additional need for 118,000 teachers up to 2015 to meet the Universal Primary Education targets. This projection is underestimated since the present shortage of teachers, which is primarily a result of the norm of 2 teachers per primary school, a slow replacement of retiring teachers, a ban on the recruitment of permanent teachers, and a lack of a substitute teachers' pool available for 3-4 months of teacher shortages and/or

absences, is unaccounted for (Jamil 2004). The EFA NPA makes several recommendations with regard to teacher education including: (i) a relaxation of qualifications for teachers in inaccessible areas together with special incentives, (ii) a revamping of in-service training to allow for its provision every three years rather than every five years, (iii) a scaling up of best practices through the replication of mobile teachers training, Professional Development Centers (PDCs) and TRCs, (iv) reforms of pre-service teacher training, (v) revision of curricula and textbooks, and (vi) improvement of teacher training institutions and their facilities (Ministry of Education 2001).

1.2 Education and Teacher Professional Development in the Recent Political Change Environment

The Poverty Reduction Strategy Paper (PRSP), launched in 2003, also provides a policy framework for education reforms. The PRSP recognizes that ‘education is probably the most significant factor characterizing the difference between poor and non-poor households’. In the 2003 Partners in Progress Pakistan Development Forum, the Prime Minister stated, ‘We are conscious of the fact that education is our primary responsibility, and especially girls’ education. We shall employ all available resources to give effect to our plan’ (Ministry of Education 2003).

All discussions related to quality in different policies are directly associated with teacher capability, the relevance of curricula, assessment systems, pedagogical methods, teaching environment, and materials. A key criticism of teacher education, especially in the public sector, is that it has not resulted in enhancement in student learning outcomes proportionate to the degree of expenditures that have been allocated to in-service trainings. However, teacher education should not be viewed as the only explanatory variable for student outcomes. Although, there are provisions in various policy documents on TPD, there is a lack of a comprehensive vision and policy on TPD to elevate teaching into a full-fledged professional status. A social dialogue, which would systematically involve teachers, experts, and teacher organizations in policy making is non-existent (Jamil 2004).

In recent years, the provincial governments have undertaken significant education sector reforms, focusing on improving the quality of education and therefore, TPD. The Federal Ministry of Education has recently initiated a process of Federal-Inter-Provincial Development of Education Policy and Planning. Dialogue between the provinces and the federal government has been initiated through Inter-provincial Education Ministers’ and Inter-provincial Education secretaries’ meetings in 2005. They have jointly agreed to review the existing National Education Policy and prepare provincial sector plans for education. The provincial sector plans will be integrated with the agreed framework at the federal level. Ownership of these sector plans shall be expressed at the provincial level through high level political commitment to the sector plans (via cabinet approvals). A description of the provincial on-going and planned TPD policy reforms is provided below.

1.2.1 Education Sector Reforms in Punjab

Punjab is the first province to significantly reallocate public expenditures toward education. The Government of Punjab developed the Punjab Education Sector Reform

Program (PESRP) Strategy for the period of 2003-06. Key pillars of the PESRP are: (a) public finance reforms to increase public spending for education and to ensure fiscal sustainability; (b) reforms that strengthen devolution and improve the fiduciary environment and governance; and (c) education sector reforms to improve quality, access and sector governance. To increase the quality of education services, the Government of Punjab intends to provide high quality and more relevant teacher training. The education reform program in Punjab is closely linked to the three national level initiatives of the National ESR Program, National PRSP, and national devolution plan (World Bank, “Proposed Education Credit Punjab” 2004).

The Punjab Government recognizes the need to improve the quality of education to complement the improvements made in enhancing access to education. Implementation progress in this area, specifically in TPD, was slower than in other reform initiatives of the Program. During the first program year, Government efforts rightly focused on developing a comprehensive framework for the professional development of teachers rather than only implementing new training programs. The Directorate of Staff Development (DSD) has now become fully functional, and it has finalized the Professional Development Framework, which gives the direction for teacher training programs. Teacher training and ongoing follow up support for primary school teachers has been initiated. The programs for classroom based support, especially for least qualified primary school teachers have been finalized. Progress in assessing student-learning achievement has also been slow, making it difficult to assess quality improvements in student learning in the absence of a province-specific baseline. This baseline has now been established through National Education Assessment System (NEAS). There has been better than anticipated progress in improving the quality of teaching materials through the reforms underway in textbook development.

The Government has taken the following actions to improve the quality of teaching: (i) placed emphasis on in-service training of teachers by focusing on the professional development of the teaching and education management staff through the restructured DSD; (ii) developed a framework and action plan for TPD; and (iii) under the NEAS, established a system of ongoing student assessments. The first pilot assessment of grade IV students in language and mathematics has been completed. The Government is striving to improve the quality of teaching materials by opening up textbook development to competition. The quality of textbooks is being improved by: (i) awarding textbook development contracts through a transparent and competitive process, with authors external to the Textbook Board selected by an independent selection committee established for this purpose; (ii) opening textbook printing and publishing to competition, beginning with the Kindergarten primer; and (iii) establishing standards for textbook paper quality, and improving the graphics and printing quality of textbooks starting with textbooks for Classes 6-8, which was to be ready for distribution at the start of the academic year in April 2005.

For improving teacher quality, an action plan for the restructured DSD, based on the framework for TPD, has been approved. Progress under this action plan includes: (i) developing in-school support networks, including creating clusters; (ii) preparation of lead and district level trainers for training primary school teachers, and a quality assurance mechanism for this training; (iii) preparation of lead trainers for head teacher training and support; (iv) initiating review of all teacher training materials

through the establishment of a materials review group; (v) establishment for a materials development group for developing materials, especially for English language teaching for primary school teachers; and (vi) development of the teacher training database to take stock of all teacher training and competencies. Private sector service providers are being contracted to undertake training of Lead Trainers. A framework for teachers' Continuous Professional Development (CPD) has been approved. Teacher training has commenced in 11 districts, and almost 500 District Teacher Educators have been trained. Over 11,000 teachers have been provided training.

After the completion of the Lead Trainers training, the training program for teachers, with a priority for primary schools and subject teachers will be implemented in accordance with the action plan prepared by DSD. The DSD will provide support in establishing clusters and designated district support staff/trainers, and in establishing monitoring mechanisms. It will also support clusters of schools to come up with their own plans for in-school teacher support based on their own particular needs and school environment. DSD will also pilot a designated supporter/mentor program as part of these activities. As part of its medium term program, DSD will establish benchmarks for core competency standards for teachers and will center subsequent training, post training follow up and in-school support on these benchmarks. A comprehensive and holistic TPD program will be prepared to incorporate HR and career structure issues, incentives and technical training. An independent evaluation of the new TPD program will also be initiated.

Building upon the experiences, achievements, and lessons learnt, the Punjab Government is now preparing the framework for Phase II of PESRP. It recognizes that a longer time horizon is required to accomplish improvements in the sector. The quality of education remains low as determined through students' performance in sample assessments. Thus, in the next phase, the provincial government's focus is on deepening reforms for improving education quality (World Bank, "Program Document Proposed Third Punjab Credit" 2006).

1.2.2 Education Sector Reforms in Sindh

The Sindh PRSP was launched in 2003 with the multi-pronged strategy to improve educational outcomes that include providing adequate resources and improving their utilization, strengthening governance and accountability, ensuring the participation of communities and increasing the role of the private sector. To improve quality and accountability, the provincial government has: (i) expanded role parent/citizen community board member chaired School Management Committees to monitor teacher attendance and school budgets, (ii) appointed new teachers on contracts to specific schools, (iii) made new teacher recruitments based on merit, (iv) started testing the competency of teachers and providing remedial training, and (v) launched a 5 year rolling budget to improve school infrastructure.

The medium-term reform plan will consist of annual implementation of the Education Sector Strategy, which will include: teacher redeployment program, annual enrolment drives, teacher training programs, annual Third Party Validation (TPV) surveys, providing missing facilities to schools, and strengthening monitoring and evaluation capacity.

The Government of Sindh (GoS) adopted an EFA Plan of Action 2001-2015 for the province in 2004. The primary objective of the Plan of Action was to achieve the Millennium Development Goal (MDG) of Universal Primary Education (UPE) by 2015. The GoS EFA goals include improved and regular teacher training.

Most recently, the Sindh Education Plan (SEP) was launched for the period of 2005-06 to 2015-16 (Education and Literacy Department 2005). The SEP adopts the Early Childhood Education (ECE), UPE, Adult Literacy EFA Plan of Action timeframes, which aim at realization of targets by 2015 in the three distinguished phases of: Phase I 2004-05 to 2005-06, Phase II 2006-07, and Phases III 2011-12 to 2015-16. The SEP intends to remove under-utilization, and streamline and standardize implementation plans and thereby increase efficiency and effectiveness of resources used for delivery of education services and thereby result in an accelerated ECE, UPE and Adult Literacy Plan. District Education Plans will have an annual rolling 3-4 years time horizon. The SEP is comprised of two primary components: (i) capacity building at provincial or intra-district levels, and (ii) education sector budget support releases to the district governments. Fifteen interventions have been identified in the capacity building component of which the following three deal directly with TPD:

- (a) SEP Capacity Building Fund (CBF) Component 3: Improved pre-/in-service teacher training curriculum: A province-wide cross-cutting component of strategic importance is the development of a unified, updated and improved pre- and in-service teacher training curriculum, for various levels and types of teachers; government, non-profit, community and private school teachers, including establishment of province-wide network of resource centers stocked with improved teacher training materials/curricula, including concepts like child-centered and activity-based learning.
- (b) SEP CBF Component 4: Teacher Training: The delivery of a certain quantum of urgently needed, upgraded quality teacher training, through strengthening of underutilized elementary teacher training colleges is required. The target would be to realize coverage of all teachers within a specified time frame and to ensure a sustainable solution through establishment of, or support to, district-based Professional Development Centers.
- (c) SEP CBF Component 5: Textbook/Teacher Training Materials Production and Distribution: Improved, updated teacher curriculum, teacher training kits, textbooks for children, an operational and decentralized and competitive modality for textbook/training manual production and distribution, that meets the requirement of timely availability, good quality, child-friendly, complete and most economical sets of textbooks could be addressed through SEP. This component covers the printing cost and setting up of viable infrastructure for timely and transparent distribution.

1.2.3 Education Sector Reforms in NWFP

In 2002, NWFP embarked on a comprehensive reform program. The five pillars of the Provincial Reform Programme (PRP) constitute:

- fiscal reforms,
- public financial management reforms,

- reforms to accelerate human development and improve service delivery of social services,
- governance reforms, and
- establishing an effective and transparent enabling environment for private sector development to accelerate economic growth.

The focal areas of interventions in human development are expressed in the Government of NWFP's (GoNWFPs) medium-term objectives of the education sector reforms, including improving access to primary education and its quality, reducing gender and rural-urban disparities, and expanding the capacity at the secondary school level for continuing education beyond primary level. The Cabinet of NWFP has officially endorsed the PRP in May 2006.

The NWFP Provincial EFA Plans was initiated as a follow up of the National EFA Plan and the ESR program. The NWFP EFA plan was prepared in 2001 with the overall goal of achieving UPE by 2015 in accordance with the Millennium Development Goals. An NWFP EFA Forum was established to provide a consultative and coordination body for all stakeholders for the purpose of advocacy, resource mobilization and monitoring and reporting on EFA. The Provincial Plan of Action for NWFP for 2002-2015 was updated in 2003. The key objectives of this strategic plan consist of sector-wide reform, resource mobilization, quality improvement, and access. The Federal Government releases funds for the GoNWFP for disbursement to the district governments under the ESR Action Plan 2002-06. Rs. 35.3 million were released in 2005-06 to be utilized in teacher education and resource centers, among four other activities.

The implementation of the GoNWFP EFA Action Plans has not been efficient due to lack of political commitment. The Cabinet of NWFP did not officially endorse EFA Plans. Workshops have been arranged and broad stakeholder consultations held in the preparation stage but both EFA Plans still appear as Drafts. Hence the proposed budgetary provisions have not supported the Plans. The Rs. 99 billion budget estimates in the 2003 Plan had been considered unrealistically high given the government's financial capacity.

Experience so far indicates that the ESR has not been implemented efficiently. Often the release of funds from the Federal Government has been delayed, usually at the end of the financial year. The process of implementation has thus been delayed. In fact the programme was discontinued for a few years. The ESR budget is also inflexible making it impossible to shift expenditures from one budget line to another based on the needs. Level of funding each year has also been somewhat unpredictable. No formal monitoring system has been established for the ESR.

The NWFP Education Sector 5-Year Plan has been prepared in 2006 as a response to the broad provincial development agenda of the PRSP and the PRP (Department of School and Literacy NWFP, 2006). The purpose of the document, still in draft stage, is to present a comprehensive action plan for the development of the education sector under the Department of Schools and Literacy. It is an instrument to implement the National Education Policy during the medium term period of five years and also prepare the grounds for achievement of the long-term goals in education. The budget of the GoNWFP for education sector forms the basis for financing the Sector Plan.

Partnership with the development partners will be developed, to plan, implement and monitor the Sector Plan.

Quality improvements are a key component of the Sector Plan. The level of students' learning achievements determines the quality of the education system. A study on Student Assessment undertaken under the GTZ support reveals a gradual increase in the learning achievement between 1999 and 2005 in Government Primary schools in NWFP. The quality component of this Sector Plan includes development of teacher education, curriculum, textbooks, examination systems, continuous assessment and quality assurance. School-based management is included in the governance component of this Plan.

Objectives of the Sector Plan include: (i) developing a comprehensive strategy for pre-service and in-service teacher education to be adopted by all institutions and donor funded projects; (ii) establishing an external autonomous body to define minimum standards for all teacher education (e.g. through a National/Provincial qualification framework) with the authority for accreditation and certification of the teacher education programmes; (iii) improving management of the teachers' education institutions; (iv) improving the quality of teacher education through review and revision of the teacher education curricula and the training materials (pre-service and in-service); and (vi) establishing effective coordination mechanism among all institutions providing teacher education.

TPD programs being implemented by the concerned institutions will adopt a common approach in pedagogical methodology, their roles and responsibilities clearly defined to avoid overlap. A platform of coordination will be established as a result of the decisions made on the new legal framework. All donor-funded activities will be coordinated under the comprehensive strategy.

Proposed activities under the Sector Plan include to: prepare a proposal for establishment of an autonomous body on standards and qualifications for all teacher education programs; an analysis and review of the management and teaching capacity of all institutions; plan and implement a capacity building program for the managerial and teaching staff, undertake a decision on the future role of PITE; review and update the existing pre-service curriculum; develop training modules for early childhood education and special needs children; integrate the modules into primary teacher education; review and update the training program for Master trainers and ADOs; implement revised training of trainers program; create a computerized database at district level on the in-service training programs; provide necessary modern learning materials and equipment; and provide training for using the new equipment.

1.2.4 Education Sector Reforms in Balochistan

In the 1990s, the Government of Balochistan initiated the Primary Education Development Program (PEDP). The name of the program was later changed to Balochistan Primary Education Program (BPEP). The principal objective of both the PEDP and its successor, the BPEP, was improving primary education in Balochistan, especially for girls and rural children. The three primary components of the program included: (i) restructuring education management to create a strong base for education reforms; (ii) improving education quality through teacher training and curriculum

reforms; and (iii) involving communities in expanding primary education for girls, especially in rural areas.

Several initiatives were undertaken in response to the second component of the program. First, the Balochistan Instructional Material Development and Training Cell (BIMDTC) was established in 1993 under the Directorate of Primary Education. The objectives of the BIMDTC were to (i) develop, test, and produce gender sensitive, quality instructional materials for all primary classes (K-5); (ii) provide on-the-job training to teachers in curriculum development, text writing, and desktop publishing; and (iii) develop and/or select appropriate supplementary materials based on National Curriculum Documents, primary textbooks, and teachers' and students' needs. Second, several primary teachers were hired by BIMDTC on a contractual basis to write and field test new books. Third, through rigorous in-service and cluster training sessions, teachers' confidence in understanding and subsequently utilizing the new books in class has developed. The Mobile Female Teacher Training Units were the key to providing in-service training to teachers. This new training program would take training directly to teachers; instead of bring them to the training.

Moreover, in 1992 the GoB and the provincial assembly promised unrestricted resources for establishing female teaching posts and schools in rural areas. Female access and equity in education became a major theme of the PEDP program. The need to train teachers within a relatively short time period was resolved by developing a condensed training program. Several systemic changes were also undertaken. A Directorate of Primary Education was established to improve primary school education in the province. Growth in the number of women educators and administrators was registered. All untrained teachers in Balochistan (approximately 8,000) received some kind of in-service training from mobile training units (Anzar 1999).

A primary pillar of the Balochistan PRSP is to improve human development. Despite the initiatives undertaken in the 1990s, along with major projects such as the ADB assisted Teachers Training Project and the ESR program, the GoB states that deficiencies in the sector remain. It notes that teachers have expressed discontent about the TRCs and training institutions in terms of their functioning due to lack of realistic adequate planning, follow-up and monitoring system, frequent transfers of teaching staff initially trained to run the centers, schools and institutions, and lack of coordination between local education authorities and the centers. GoB notes that while donors such as United Nations Children's Fund (UNICEF), Education Sector Reform Assistance (ESRA), UNESCO, Asian Development Bank (ADB), NCHD and Education Department's annual teacher training program have common objectives to improve the quality of teacher training programs, GCETs and College of Education remain neglected and are not involved in teacher training initiatives. As a result, sustainable results have not occurred (Government of Balochistan 2006).

Currently, the Government of Balochistan is in the process of finalizing its reform agenda for capacity building and revitalization of GCETs, Agro Technical Centre, PITE and Bureau of Curriculum and Extension Center. The program aims to enhancing/creating the capacities of these organizations to improve the quality of primary and middle school education. TPD components of the reform agenda includes: (i) training of faculty in teaching methodologies; (ii) training of master

trainers for cascade models of teacher education; (iii) head teacher training programs; (iv) training of 240 Teacher Educators in computer literacy; (v) training in computer literacy of 600 Head Teachers of Middle School and 500 Lead Teachers; (vi) development and production of teacher training modules and teaching resources to reflect new provincial initiatives at the primary and middle school levels; and (vii) distribution of resource kits during in-service programs.

In collaboration with the Bureaus of Curriculum (BOCs) in Sindh and Balochistan, a needs-based capacity-building plan has been developed to enable Elementary Colleges to enhance their role in providing in-service training to teachers. USAID/ESRA is responding to the provincial governments' requirement to overhaul their TPD system via strengthening Elementary Colleges so that their role, as intended by the provinces, is tailored and enhanced for in-service teacher development.

1.2.5 Education Sector Reforms in Northern Areas and Azad Jammu & Kashmir

In 1996, the Northern Areas (NAs) and the Azad Jammu & Kashmir (AJK) governments, presented statements of educational priorities and strategies in their respective regions. These statements constituted the first attempt to articulate regional priorities within the education sector. In order to attain UPE, with increased community participation, the NAs goals included improving the quality of education in order to increase learning achievements and completion rates in elementary education. Highlighted strategies included: (i) expansion of a field-based teacher training model, which would deliver necessary training in modern teaching techniques to teachers working in remote regions; (ii) strengthening of the College of Education for women in Gilgit and establishment of a College of Education for women in Skardu; (iii) supporting distance education for females; (iv) adaptation of field-based teacher training concepts and techniques into the syllabus of the College of Education, in an effort to improve the teaching technologies and methodologies used in the classrooms; (v) improvement of the curriculum to reflect the needs of the region; (vi) improvement of the use of supplementary materials; and (vii) improvement of the assessment system. The last would entail developing examinations, which truly test the skills and abilities of students, and training teachers in examination procedures and techniques of continuous assessment (World Bank 1997).

AJK's priority for the improvement of elementary education also focuses on the quality aspect. In order to achieve this, the government's strategy included the elements of: (i) maximizing the use of training opportunities at GCETs in order to reduce the percentage of untrained teachers; (ii) offer in-service training courses in integrated curriculum and other subject areas for both primary and middle school teachers; (iii) reducing posts of teachers under training at GCETs and shifting to single-teacher schools; (iv) developing and distributing training packages, instructional materials and teacher guides among the teachers; (v) strengthening education extension centers and curriculum research development centers will be through the provision of additional staff and other resource; (vi) providing training in textbook development and evaluation to curriculum development staff; (vii) establishing an in-service Education Committee to effectively coordinate on training, curriculum development, and examinations; (viii) providing regional and international

training to selected personnel; and (ix) improving the system of assessment and examinations both for students and teachers under training (World Bank 1997).

Both the NA and AJK governments were provided assistance from the World Bank, in the form of the Northern Education Project, in order to achieve their objectives. In the NAs, the focus was on Field-based Teacher Development (FBTD) Program of five months duration for primary school teachers and nine months' training for middle school teachers. Targets were exceeded at the primary level, although covering only a portion of the total teaching force with approximately 20 percent of all government primary school teachers still untrained. An impact assessment shows that teachers trained through FBTD program were making wide-spread use of teaching materials. In addition, two female elementary colleges of education in Gilgit and Skardu were constructed. In Gilgit, an existing men's college was adapted to accommodate female trainees. In Skardu, a new facility was established under the project. A non-formal distance education program assisted in increasing the supply of female teachers. Moreover, sixteen study centers and two pilot centers were established in two districts giving 460 girls access to secondary education (World Bank, "ICR Northern Education Project" 2004).

In AJK, successful reform of policies governing teacher re-deployment and recruitment was achieved. Teacher appointments were now mapped to schools rather than to teacher training colleges, teachers are recruited on merit-based selection, and a requirement of staying at a post for a minimum of two years before being considered for a transfer was established. More than 11,000 teachers were provided in-service training (each teacher was trained three times over the project period). Teacher guides on continuous assessment were provided to teacher trainers, curriculum developers and teachers. A simplified version of continuous assessment has been introduced as a starting point for teachers. Accomplishments of the project also include the establishment of district assessment cells with core teams, the integration of assessment activities with EMIS data (a first in Pakistan), training with associated guides and materials, and awareness of learning competencies and new assessment methods created at the school level (World Bank, "ICR Northern Education Project" 2004).

Pakistan is currently committed to several policies on education, including TPD. These commitments are reflected at both the national as well as provincial levels. TPD reforms are at different stages in each of the provinces with Punjab being relatively advanced.

Section II: Organizational Structure

Since the 1990s, significant changes have taken place in TPD, which have resulted in the emergence of new institutions for pre-service and in-service education, and in many cases, a drastic re-organization of the structure of teacher education. Each province has a different organizational and administrative set-up of teacher training institutions (See Annex II). Common provincial features include the pre-service curriculum and a provincially centralized structure with most of the institutions functioning under Education Departments rather than the district governments. In Pakistan, 270 teacher education/training institutes exist of which 227 are run by the government sector and 53 are operated by the private sector (AED 2005) (See Table 1).

2.1 Punjab

In recognition of the instrumental role of teacher education, the Government of Punjab (GOP) reorganized the existing teacher training institutions in 2004. Consequently, the Directorate of Staff Development (DSD) came to exist in August 2004 with a restructured organizational structure and redefined roles and functions. Through a GOP notification, the DSD was later designated as the sole agency for coordinating activities that relate to teacher development - be they initiated within the public sector or the non-public sector. The overall mandate of the DSD is to enhance the professional capacity of teachers, head teachers, teacher educators, and various categories of education personnel whose work affects the quality of learning in schools directly or indirectly (Directorate of Staff Development Punjab 2006). Its mission is to establish a system of professional development for teachers and educational personnel and create an enabling environment for enhancing the quality of learning in the public sector.

The DSD – a self-standing directorate within the Education Department – is mandated for continued professional development of teachers throughout the province of Punjab. The directorate exercises full administrative, financial and professional authority in matters of planning, implementation, coordination and monitoring and evaluation (M&E) of professional development programs for teachers and educational personnel (Bista 2005).

Table 1: Number of Teacher Education/Training Institutions by Provinces

Province	Total
Punjab	
Government	75
Private	7
Total	82
Sindh	
Government	56
Private	24
Total	80
NWFP	
Government	39
Private	8
Total	47
Balochistan	
Government	28
Private	2
Total	30
Federal Area	
Government	8
Private	2
Total	10
FATA	
Government	5
Private	
Total	5
FANA	
Government	3
Private	2
Total	5
AJK	
Government	13
Private	3
Total	16
Total Government	227
Total Private	53
Grand Total	270

Source: Academy for Educational Development (2005). Directory of Teacher Education/Training Institutes in Pakistan. Draft.

The DSD has to undertake multiple functions, and these are properly identified and documented. Of the several functions, three are critically important towards the realization of the CPD goal of quality learning including: (i) meeting the in-service training needs of government school teachers and other related staff; (ii) identifying and proposing structures and procedures that will enable quality learning (e.g., incentives, accountability and monitoring); and (iii) developing linkages with (a) institutions imparting pre-service training; (b) other related departments (e.g., curriculum, textbooks, material development and research); and (c) government policy decisions regarding issues that impact on teaching quality in the classroom and student learning.

Despite being a government entity, DSD is already exercising some degree of autonomy. It has direct relationship with the Provincial Steering Committee and has been given some powers in matters of financial and personnel administration. However, the arrangement remains specific to the PESRP, with no guarantee that it will continue once the Program expires. Perhaps the most positive move with respect to long-term sustainability would be to make DSD autonomous.

There is some confusion on the organizational structure of DSD. The organizational structure has gone through two revisions in less than a year. The existing organizational structure was prepared and approved prior to the merger of the Provincial Institute of Teacher Education (PITE) and Government Colleges for Elementary Teachers (GCETs). With the incorporation of a network of teacher training colleges, the size and scope of work of the DSD has substantially increased. This calls for revisiting the overall organizational structure of the DSD. Before it takes any further action, DSD requires information about these institutions. In a welcomed move, DSD has begun to move towards this end and is currently working out a new organizational structure with clearly defined roles and responsibilities and lines of authority.

Following its incorporation into the DSD, the Institute of Continuing Professional Development Punjab (ICPDP), formerly PITE, will become an integral part of the DSD. The ICPDP will function as the self-contained institute with its own administrative and financial apparatus, although it will function within the overall administrative and financial control of the DSD. It should function as a professional/technical arm of the DSD. Its current formal/academic courses should shift to one of the GCTDs with the capacity to offer courses currently run by PITE. Eventually, it should be developed into a state-of-the-art training and research institution. It should contain a core group of highly qualified and educated educators and trainers

The role of GCTDs will be primarily confined to pre-service teacher education. The notification prohibits the GCTDs to undertake BA or B. Sc. classes. They are to be used exclusively for the purpose of teacher development. In addition to pre-service education of teachers, the GCTDs can be assigned the following tasks:

- To collaborate with the DTSC and district educational authorities in matters of planning, implementing, coordinating and monitoring the CPD activities;
- To collaborate with the LTEs in actually designing and undertaking training courses;

- To undertake action research and faculty research on a number of issues related to teacher development, pedagogy, school management, learning, etc.

In each of the 35 districts of Punjab, a District Training and Support Center (DTSC) will be established. These DTSCs, which appear to be parallel institutions to the already existing institutions offering in-service teacher training, will be housed into the GCTDs to promote increased interaction and interfacing between pre-service and in-service education. The DTSC assumes the responsibility of supporting Elementary, Secondary and Higher Secondary Teachers and coordinating teacher development activities. Each DTSC will have a core team of *Teacher Educators* who will work full-time. The actual task of training, supporting, mentoring and assisting teachers will be assumed by the *District Teacher Educators* at the cluster level and *Teacher Educators* at the district level – both of which will be selected from among the best teachers and trained by DSD with the help of the External Service Providers.

Clustering – which brings together a group of schools – is the backbone of the CPD approach under which a centrally located school is identified to function as the Cluster Training and Support Center (CTSC) from where teacher support activities for Primary School Teachers are initiated, coordinated and monitored. The roles and functions of the CTSC are provided below.

- To undertake needs assessments of teachers and schools;
- To implement CPD activities at the cluster level for primary teachers;
- To provide mentoring and professional support to teachers;
- To coordinate with various providers of teacher education, local education officers, and other key stakeholders.

2.2 Sindh

The Bureau of Curriculum and Extension Wing (BoC) Sindh and PITE are the primary providers of both pre-service and in-service teacher education. The Departments of Education in the Universities provide teacher education at graduate and postgraduate levels (B.Ed.,M.Ed.,Ph.D) through their IERs and Colleges of Education.

The 23² GECEs provide PTC, CT, OT and DTC certificate courses preparing teachers for primary level (I-V) and middle level (VI-VIII) classes. These GECEs, together with 2 Regional Education Extension Centers, 8 ETRCs, 1 Teacher Training Center and Training Outposts are under the administrative, academic and financial control of the BCEW Sindh. The Boards of Intermediate and Secondary Education are the examining and certification bodies for the teacher education courses. The BoC also undertakes curriculum development in collaboration with the Curriculum Wing of the Federal Ministry of Education and collaborates with the Sindh Textbook Board in textbook development. Short in-service courses on special topics are held often through funding by donor agencies.

The PITE in Sindh caters to in-service training, material development and research activities. For its in-service training programs, the PITE utilizes the services of the

² Kardar reports the number to be at 25.

faculty of the Bureau's GECEs in addition to its own nucleus staff and also uses their premises for holding the workshops. As such there is collaboration between the Bureau and PITE in provision of in-service training. Bureau and PITE Sindh are independent institutions both reporting to the Secretary Education and receiving their budgets from the Department of Education. The Sindh PITE, which is an attached institution of the Education Department, does not have a full time faculty of its own and is functioning with borrowed faculty from the GECEs. It has just 5 regular staff members, 4 of which are on secondment from the GECEs. PITE does not have a regular program and conducts training on the request of either external donors or under schemes assigned by the provincial government, such as the training of 12,000 untrained PSTs in Sindh.

The Colleges of Education offering postgraduate courses in education are affiliated with the Universities but they are under the financial and administrative control of the EDO College Education. The staff are the employees of the Department of Education, not the Universities. The Universities are mainly examining and degree awarding bodies so far as teacher education is concerned and have some role in curriculum and syllabus prescriptions.

2.3 NWFP

The Directorate of Curriculum and Teacher Education (DCTE) exercises administrative, financial and academic control over 20 Regional Institutes of Teacher Education (RITEs), 1 Government College of Physical Education and a Government Agro Technical Teachers Training Center. Recently, 10 of the RITEs were closed down.

The RITEs provide PTC and CTs. However, classes have been suspended in the 10 remaining institutes for a period of three years. The NWFP PITE is semi-independent as its budget is allocated under the DCTE. However, the NWFP PITE reports directly to the Secretary Education and is working directly under the control of Secretary Schools and Literacy Department. For its in-service training programs, PITE uses the services of the faculty of Bureau, RITEs and the teaching/management staff under the control of Director Schools and Literacy NWFP, in addition to its own nucleus staff (AED 2006). The graduate and postgraduate level teacher education is offered by three Institutes of Education and Research (IERs) as constituent institutions of Peshawar, Hazara and Gomal Universities.

2.4 Balochistan

The Bureau of Curriculum (BoC) has the administrative, financial and academic control of the 11 Government Elementary Colleges for Teachers (GECTs), offering PTC and CT courses, the 1 College of Education offering B.Ed. and the PITE.

The BoC offers 10-15 days in-service training courses, mostly through the support and often at the request of the funding agencies. The management related courses for Heads of Schools and school management cadres are held by the BoC while the PITE usually conducts in-service courses for primary and middle level teachers. The BoC fulfills its major responsibility of curriculum development when the Curriculum Wing

invites participation. The BoC is also the examining and certification Body for the PTC and CT courses offered by the GCETs.

The PITE Balochistan is responsible to the BoC. The PITE engages in activities assigned to it periodically by the BoC. It obtains no regular funds from the provincial government for its major functions of in-service training and materials development (AED 2005). It has a faculty comprising 26 Senior Subject Specialists, Subject Specialists and Senior School Teachers. Most of them have recently received training either domestically or from abroad. Over time it has developed a library and well-equipped computer laboratories with the assistance of several donors. In the absence of adequate financial resources, it has been unable to develop and implement regular training programs. To date, it has only undertaken in-service teacher training programs at the behest of donors. Under the current ESRA supported Professional Development Program, PITE is an implementing partner for teacher training, whereas BoC is coordinating the training of head teachers and administrators (Kardar 2005).

In both Balochistan and Sindh, the Colleges of Elementary Education and especially the regional, divisional and district Education Technology Resource Centers (ETRCs), also under the administrative control of the BoC, are characterized by poorly maintained buildings, underutilized facilities and are under-funded for non-salary components. The ETRCs were established for supporting in-service training programs by providing on the spot training to remote schools through mobile units using modern teaching aids. The envisaged objectives were not realized due to frequent staff transfers and poor management of these centers. A proposal is being prepared by the Bureau of Curriculum and Extension Wing (BCEW) for the merger of these centers with the GECEs in the same districts.

Box 1: Training Outposts

Training outposts were established in Government Secondary schools under an ADB assisted program. Many of the TOs have since been converted into Teachers/Tehsil Resource Centers (TRCs) under the ESR Action Plan. There are 380 TRCs in Pakistan. Those set up to date are not fully functional, not having adequate staff or empowered to conduct teacher training. Their buildings are being used by different provincial institutions and donors for their district based cluster-training programs. TRCs are proliferating but are without standards or quality assurance (AED 2004)

An efficient institutional framework requires coherence and clarity in the roles and functions of these diverse teacher-training units. Therefore, the GoP needs to seriously appraise the entire teacher training landscape for evolving a holistic policy on the nature and scale of teacher training and the organizational set-up to be mandated this task.

Pre- and in-service teacher training takes place at the provincial and district levels in the province. As described above, each province has its own unique institutional set-up for imparting teacher training. The degree of collaboration between the provinces is unknown.

Section III: Major Initiatives on Teacher Professional Development

TPD appears to be a subject primarily supported financially by donors, with provinces allocating, and that too only recently, meager funds towards this end from their own provincial resources. This section will first examine recent and ongoing initiatives with regard to TPD, which are being supported by donor agencies. This section will also discuss provincial budgetary allocations towards this function. Lastly, it will look at private sector engagements in this sector, along with Public Private Partnerships (PPPs) that are being forged in this area.

3.1 Donor Engagements on Teacher Professional Development

Donor agencies have been supporting TPD in Pakistan for several decades. Below, a brief description is provided of their relevant education programs with a TPD component. Only initiatives that have commenced since or have been on-going in 2000 are discussed.

3.1.1 Asian Development Bank (ADB)

ADB's objective in the education sector is to 'Provide knowledge and skills for human development, training infrastructure necessary to help decision makers and stakeholders develop high quality education programs for girls and boys for effective implementation'³.

(a) Teacher Training Project (TTP) (1992-2000) {\$21.4 million⁴}: The TTP aimed to support the national goal of improving the quality of teacher training in all provinces as it did not measure up to international standards. The objectives included: (i) an expanded teacher training system to solve the teacher shortage, which at appraisal was estimated to reach 525,800 by 2000; (ii) increased access to training, especially for women in rural and disadvantaged areas; (iii) improved quality of teacher training programs, which at appraisal were dominated by the PTC training course, and the CT course, and which, after over 25 years, had become obsolete; and (iv) improved planning, management, and efficiency of teacher training institutions (TTIs), which were under multiple chains of command and responsibilities at the federal and provincial levels.

Anticipated benefits upon project completion included the following: (i) training for over 160,000 teachers, of whom at least 60% would be women; staff development through overseas fellowship and in-country training for about 5,000 (ii) improvement of 59 TTIs; and (iii) establishment of six new TTIs. According to the TTP's Project Completion Report, at appraisal, TTP had achieved:

- Expansion of teacher training capacity by (a) establishing a PITE in each province, GCETs for females in Punjab; (b) upgrading GCETs and establishing model GCETs; (c) upgrading and establishing training outposts

³ Donor education objectives have been extracted from "Directory of Donors' Assistance for Pakistan's Education Sector", Government of Pakistan, Ministry of Education, February 2005.

⁴ Actual project cost was \$26.7 million, with \$21.4 million financed by an ADB loan.

(TOs); (d) and providing new classrooms in GCETs, government colleges of education (GCEs), and TOs.

- Greater access to training in rural areas and to females by establishing TOs and upgrading training units to TOs at selected rural high schools.
- Improved quality of training by overhauling teacher training curricula, supplying instructional materials and library books to training programs, providing overseas and local fellowships to trainees, and training trainers and teachers.
- Improvement of teacher training policy, and management and coordination of government TTIs (ADB, “Teacher Training Project” 2002).

(b) Middle School Project (1994-2004) {\$78 million}: The aims of the Project included improving access to and participation in middle schooling in rural and urban slum areas, especially for girls; and improving the quality of education. To achieve these objectives the Project was to assist rural female matriculates to qualify as middle-school teachers; and reform the middle-school curriculum and textbooks, and then retrain teachers and head teachers. Under the Rural Girls Stipend Program component 2,500 rural female matriculates were to be assisted to complete courses in GCETs and potentially become teachers in rural areas. This was to mitigate the serious shortage of female teachers in Balochistan and NWFP. Rural female matriculates (approximately 1,422) received assistance for GCET attendance. In-service training was to be imparted to some 5,500 untrained teachers to improve subject competency (4 weeks), 15,500 middle-school teachers in the revised curriculum (10 days), and 4,000 middle-school head teachers in school management and supervision (6 weeks).

The provincial curriculum and extension centers were to conduct the training in coordination with the GCETs. In fact, training in all provinces was undertaken by the PIUs, although the provincial curriculum and extension centers and GCETs often provided the venues. The Federal Coordinating Unit (FCU) trained the master trainers who in turn trained the candidates. The international consultants developed course material. In Sindh, master trainers identified by the Institute of Educational Development developed training materials. Course duration was often curtailed and usually spanned 2–4 weeks. Discussions during field visits with trained staff indicated that training, particularly on the management side, was useful. The appraisal distinction between untrained and trained teachers was not observed and lower- than appraisal targets in Sindh’s PC-I constrained achievements there (ADB, “Middle School Project” 2004).

(c) Technical Education Project (1996-2004) {\$60 million): One of the Project aims was to improve the quality of technical education. The project outputs, as expected at appraisal, included: Teacher training for upgrading the skills of 1,000 teachers; establishment of a Bachelor in Education Degree (technology) (B.Ed. [Tech]); assistance to the National Institute of Science and Technical Education (NISTE), and strengthening of technical teacher training centers; upgrading 43 selected Government polytechnic institutions (GPIs), including a new polytechnic institution for women in Balochistan; and upgrading private polytechnics by supporting education foundations in Punjab and Sindh. Benefits anticipated at appraisal included the development of teachers and other professional and technical staff through in-country training (1,880 person-months), and overseas training (610 person-months); an increase in enrollment

capacity from 26,800 at appraisal to 29,800 at project completion as a result of improved infrastructure; and (iii) an increase in the annual output of graduates from 8,000 at appraisal to about 9,000 due to the introduction and full operation of new technology courses. The improved teacher training facilities are operational, offering pre-service and in-service programs, such as diplomas in associate engineering, B.Tech degree, and short courses. The facilities improvement assistance for NISTE provided for additional staff, and in-country and overseas training of staff. The new degree program for B.Ed (Tech), which was introduced at NISTE in 2000, was awarded for completing a 3-year, pre-service technical teacher-training program. The first class graduated in 2003. A large in-country training program through NISTE and other provincial teacher training facilities upgraded the skills of many teachers. While the appraisal target called for 1,000 staff to receive 1,881 person-months of in-country training, 2,219 teachers and other technical staff were trained for 3,372 person-months. However, overseas training fell short of the appraisal target of 610 person months. Overall, the implementation of teachers training programs was completed satisfactorily. However, the provision of replacement teachers to facilitate the release of teachers for training was unrealistic due to the lack of qualified candidates to work temporarily as replacements.

(d) Second Girls Primary Education Project (1998-2005) {\$44.9 million}: The Project aimed at providing accessible and good-quality primary education to increase the participation and retention rates of girls in rural areas. The Project outputs included improved access to good-quality primary education through quality improvement interventions in interactive radio instruction (IRI) and instructional materials (IM). The IRI program introduced a programmed group learning approach to offset the content and teaching weaknesses of teachers. Radio-cassette players as well as teachers' guides and students' workbooks, were given to CMSs for shared use in grades 1–5, to teach children basic English learning and speaking skills and reinforce basic mathematics training. Teachers worked alongside the radio instructor during the 25-minute taped lessons, while the students followed the lessons in their workbooks. The cassette programs could be replayed during or after school. LCs were to be trained in national and provincial training workshops to use IRI and to become master trainers before they trained the CMS teachers. Twenty model lessons each for grades 1 and 2 were developed for IRI mathematics and pilot-tested. LCs, HMs, and senior teachers were trained to teach the lessons.

IRI English coverage, however, could not be expanded as planned. All CMSs were supplied with packets of reading materials and annotated teaching guides for all grades, and classrooms were equipped with additional chalkboards. These were very precise and methodical innovations. The reading materials reinforced basic literacy skills in the early grades, and basic reading and comprehension skills in grades 3, 4, and 5. The annotated teachers' guides contained daily lesson plans alongside annotated pages of the student text, thus promoting more stimulating lessons that did not rely merely on making the students recite, store information, and memorize facts. It was noted that the IM provided to the CMSs were being actively used. The provinces plan to train remaining CMS teachers and to continue looking for other simple but effective teaching and learning innovations. The CMS outreach-training program was designed so that LCs and CMS HMs could act as mentors to teachers in government primary schools nearby. Each CMS serves as a resource center for a cluster of five smaller multigrade primary schools. As already mentioned, the

provincial education department (PED) told the project completion review mission that it was moving away from the use of learning coordinators to the concept of “lead teachers” or “mentors,” essentially performing the tasks of learning coordinators. In some places, however, vast distances between schools make it impossible for the CMSs to conduct demonstration workshops and deliver model lessons to surrounding schools (ADB “Second Girls Primary” 2005).

(e) Decentralized Elementary Education in Sindh (On-going) {\$75 million}: The objective of the Project is to increase access to a pro-poor decentralized public elementary school system. The Project will raise the quality of elementary education through provision of teacher training. In-service training of master trainers and new class 6- 8 teachers in curriculum and pedagogy, to be carried out at the district level with special emphasis on madrasah education, English language, and life skills training; preprimary school training of 1,000 teachers and teacher aides will be undertaken. Districts will undertake training through the use of their own staff, NGOs, and universities to support SMCs in the use of SDFs and preparation of school plans. Districts will also decide the venue to train new class 6-8 teachers, and the province will coordinate across districts by providing master trainers. Training for class 6-8 teachers in those madrasahs with students sitting for public examinations after class 5 and 8 will be provided training in the use of core curriculum textbooks (math, science, social studies, language, and life skills). Teachers completing training will be provided a set of 50 textbooks for their class. Districts will also undertake training of teachers and teacher aides in preprimary education. The activities menu to train community-school staff and representatives will include teacher academic in-service training to be engaged by the province through the PITEs, and training in effective textbook application for all female elementary school teachers (ADB “Decentralized Education” 2002).

3.1.2 Australian Agency for International Development (AusAID)

AusAID’s has been funding the ‘Increasing Access of Girls to Higher Quality Primary Education in Balochistan Province’ project (2003-2006) {\$2.4 million}. Thematic areas of support include improved quality of education, development of tools to measure learning achievements of students, teacher training in joyful learning, and improved learning environment of schools. The project is being implemented by GoB and UNICEF in the four districts of Kalat, Khuzdar, Pishin and Sibi in Balochistan.

3.1.3 Canadian International Development Agency (CIDA)

CIDA’s objective in the education sector is to improve the quality and delivery of basic education, especially for the female population, and to increase access to education. Programs, with TPD components, are listed below.

(a) The Pakistan Canada Debt for Education Conversion (2005-2010) {\$70 million}: CIDA and the GoP spent two years negotiating the debt conversion arrangement. After a series of assessments by CIDA and consideration of a variety of alternatives for use of the converted debt funds, agreement was reached to invest the debt proceeds in badly needed improvements to Pakistan's teacher education colleges. Some 90% of the debt funds will be transferred to Pakistan's four provincial governments who run the country's teacher education system. The Federal Ministry

of Education will receive 10% of the funds to improve the two federally run teacher colleges and to strengthen planning and policy functions at the Ministry. The provincial governments will seek approval from the management board of the GoP for detailed five-year expenditure programmes to use their respective shares of the debt funds. A menu of eligible expenditure areas has already been agreed between CIDA and Pakistan's provincial and federal governments; each government will design its specific teacher education strengthening programme from this menu based on the needs and priorities of the teacher colleges under its jurisdiction (CIDA, "Pakistan Canada Debt").

(b) Community Model Primary School and Health Training for TBAs (2002-2004) {\$12,000}: Thematic areas of support under this project include provision of education facilities through establishing a Community Model Primary School by supporting construction of the building, provision of furniture, books and uniforms for students, salaries for two teachers, and teacher training. The implementing agency is Anjuman Tameer-a-Watan. The geographic coverage was Basti Babrian, Muzaffargarh in Punjab.

(c) Gender and Rights within Education Development in Hunza Schools (2002-2005) {\$33,000}: Thematic areas of support include awareness raising on gender and rights, institutional capacity building, and teacher training. The Hunza Education Resource Project was the implementing agency.

(d) Citizenship Rights and Responsibilities (2000-2004) {\$760,000}: Thematic areas of support included curriculum and teacher training, awareness and orientation, and capacity building. The project was implemented in Karachi and Lahore by the Institute of Educational Development, Aga Khan University and Ali Institute of Education.

(e) Strengthening Rural Primary Education in Pakistan (2000-2005) {\$380,000}: Thematic areas of support included education systems upgrading, school development, teacher training, and capacity building and networking. The project was implemented in Mansehra by Agahi.

3.1.4 Department for International Development

DFID supported the Northern Areas Education Programme along with EC⁵. Also under its Faisalabad Devolution Project, it is seeking to improve education through management capacity and systems strengthening, teachers and head teachers training, community participation in school management, developing PPPs, and improving infrastructure and facilities (UNESCO and USAID 2005).

3.1.5 European Commission

The EC is currently providing funding for two projects with TPD components. Both the AKU-Institute for Educational Development project (on-going with an EC contribution of \$12.4 million) and the Northern Pakistan Education Programme (NPEP) (on-going with an EC contribution of \$20 million) are being implemented by

⁵ See sub-section on AKF for further details.

AKF⁶. Pipeline projects, with potential TPD components, under consider include the Sindh Education Support Programme (\$48.4 million) and the NWFP Education Support Program (Euro 20 million)⁷.

3.1.6 German Agency for Technical Cooperation (GTZ)

GTZ is supporting the Primary Education Programme – Improvement of the Learning Environment (PEP-ILE) program⁸, an initiative of the Directorate of Primary Education in NWFP. The PEP-ILE's focus is on developing new textbooks for primary schools and training teachers through an extensive scheme of in-service training (TTMDC/PEP-ILE 2001). GTZ supports the overall NWFP Education Sector Development Program since 1996 and has built on their work using a non-program approach with interventions always being part of the system producing greater ownership by the government (UNESCO and USAID 2005). The program has the three components of teacher training, material development and institutional development.

3.1.7 Government of Japan

Its objective is to support GoP in achieving EFA by 2015. Under the Balochistan Middle Level Education Project (1997-2007), Japan Bank for International Cooperation is working towards: (i) improvement in the basic physical facilities at schools; building the capacity of teachers; improving science education at the middle school level; and introducing technical education at the middle school level in selected schools. The project is being implemented in all 26 districts of Balochistan by the provincial Education Department.

3.1.8 Government of Norway

The Norwegian Government's primary goal in the education sector is to promote quality education, where more children, particularly girls, are enrolled into schools and complete their education. It is currently supporting two projects with TPD components.

(a) Financial Assistance to the Universal Quality Primary Education in 6 Districts in Punjab, Pakistan Project (2003-2007) {\$5.4 million}: Thematic areas of support include capacity building of district governments, especially education sector teams, and selected NGOs; to support the process of achieving universal primary education and child-friendly and gender-sensitive schools; ensure community participation and local ownership through school councils; capacity building of teachers education through University Colleges of Education in Punjab; strengthening of thesil level professional centers for improving school learning environments; and strengthening of the District Education Management Information System. The project is being implemented by UNICEF and the local governments in the 6 districts of Sheikhpura, Kashur, Rahim-Yar-Khan, Rajanpur, Mianwali, and Sargoda.

⁶ See sub-section on AKF for further project details.

⁷ [http://www.delpak.cec.eu.int/ECPakistanCooperationPortfolio\(April2006\)\[1\].doc](http://www.delpak.cec.eu.int/ECPakistanCooperationPortfolio(April2006)[1].doc).

⁸ The program is also supported by the Royal Netherlands Embassy, DFID, World Bank and KfW.

(b) NWFP Basic Education Improvement Project (2003-2007) {\$11.2 million}: Thematic areas of support include Head Teacher/School Leadership training in school management and supervision; reformation and training of PTAs; provision of instruction materials and teaching aids to schools; establishing local circle offices/training and resource centers for effective decentralized school administration, monitoring and reporting for continuous teachers' in-service training with TA from GTZ; institutional strengthening and capacity building program with TA from DFID; provision of need-based assistance/mainstreaming of Madaris as per GoP policy; and strengthening of existing teacher training institutions in the province. The project is being implemented by the GoNWFP.

3.1.9 United States Agency for International Development (USAID)

Their primary objective in the education sector is to promote quality education enabling all citizens to reach maximum potential, produce responsible, enlightened and skilled citizens, and integrate Pakistan into the global framework of human centered development. USAID is supporting several significant TPD programs.

(a) Education Sector Reform Assistance⁹ (ESRA) (2002-2007) {\$74 million}: ESRA is a consortium of national and international partners led by Research Triangle Institute-International and operates across 6 technical areas (policy and planning, professional development, literacy, public-community partnerships, public-private partnerships, and information and communication technologies), 9 districts, 2 provinces, the ICT, and the Federal Ministry of Education, and thousands of school-communities. ESRA focuses on school improvement and the ways by which key stakeholders throughout the system can continuously identify and solve their own problems regarding school improvement. To this end, ESRA is working closely with key counterparts throughout the system to establish a Professional Development Infrastructure (PDI) - a network of government, non-government, and private sector entities that can address the various professional-development needs of teachers and administrators throughout the system. By the end of the project, this PDI will have trained 34,000 education professionals.

(b) Creating Democratic Schools (2002-2008) {\$12.5 million}: Thematic areas for support include teacher training and in-school support for teachers in early childhood classrooms and adult and family literacy. The project is being implemented by the Children Resource International in Rawalpindi and Islamabad in Punjab and Karachi in Sindh.

(c) Releasing Confidence and Creativity: Building Sound Foundations for Early Learning (2002-2006) {\$5 million}: Thematic areas for support include teacher training for teachers in early childhood classrooms, mostly public schools in rural Sindh and Balochistan; training and mobilization of parent teacher associations in the selected schools; and social mobilization and advocacy for early childhood development. The project is being implemented by the Aga Khan Foundation (AKF) in Killa Abdullah, Pishin, Ziarat, Mastung and Chagai in Balochistan and Khairpur and Hyderabad in Sindh.

⁹ <http://esra.rti.org/about/index.cfm>.

(d) Aga Khan University Examination Board, (2003-2006) {\$5 million}: Thematic areas of support include establishment of an examination board; teacher training for participating schools; and examination services. The project is being implemented nationally by AKU.

(e) Pakistan Teacher Education and Professional Development Program (PTEPDP)¹⁰ (2003-2006) {\$5 million}: The project has supported the improvement of teacher training in mathematics, science and English language at the primary school level in Pakistan. This was carried out by arranging certificate courses for as many as 250 teacher trainers; providing opportunities for leadership and professional development; establishing linkages between teacher training institutions in the U.S. and in Pakistan; and implementing in-country activities to support use of the U.S. training, the development of linkages, and the sharing of newly gained skills among colleagues.

As of September 2005, 172 Pakistani teacher educators had completed their certificate programs of study in the US. All of the participants were provided an opportunity to join US professional membership organizations, including the Association for Supervision and Curriculum Development, Teachers of English to Speakers of Other Languages, the National Science Teachers Association, and the National Council of Teachers of Mathematics, among others. Participants also received a laptop computer to take back to their home institutions. The project also included plans for in-country workshops and seminars, as well as university linkages and partnership activities such as faculty exchanges and joint curriculum development projects. A later stage of the Program focused on in-country training of an increased number of master teacher trainers, while continuing to build the capacity of Pakistani teacher training institutions and facilitating long-range linkages between US teacher training institutions and their counterparts in Pakistan.

3.1.10 Save the Children-UK

Its primary goal is to improve access for quality education for all (Save the Children-UK 2006).

(a) Quality Education For All¹¹ (2004-2007) {\$282,191}: Thematic area of support includes the provision of quality education to marginalized groups especially girls in rural areas of Sindh and Punjab. Key project components include formal and alternative education for children in 12 villages of Sheikhpura and 24 villages in Khairpur; teachers trained on Khoj methodology for replication and sustainability; experience sharing with government, INGOs, donors and other education players for replication of approaches; and strengthening district government's capacity for the promotion of quality education. The project is being implemented by Khoj Education Society/ Indus Resource Center in Sheikhpura (Punjab) and Khairpur (Sindh).

(b) Drop Everything and Read – Mobile Library for Government Schools in Sheikhpura (2006-2007) {\$72,058}: The focus of this project is on inculcating a reading/research habit among children and their teachers and to advocate for the need

¹⁰ <http://www.aed.org/Projects/ptepdp.cfm>.

¹¹ Save the Children-UK. Project Briefs 2006.

for libraries with the communities and the government. Key components of the project include: a School Improvement Programme: Alif Laila proposes to provide these forty schools with some resource material, teaching/learning aids, furniture and colorful room environment so that the teachers are enabled to some extent and the children get the opportunity of looking at and learning from material that is interesting and relevant; and training of 80 government schoolteachers in order to provide better environment for children and also teachers to have better understanding of children. The project is being implemented by Alif Laila Book Bus Society.

(c) Educational Rehabilitation and Development in AJK (2005-2008) {\$2.4 million}: The overarching objective of this programme is to enable 40,000 primary school children affected by the earthquake to access quality education in Muzaffarabad and Bagh Districts. Key components of the project include: re-establishing and developing the networks of Learning and Teaching Resource Centres and enhancing the capacity of head teachers and local MoE staff to provide quality supervision for teachers through training and by demonstrating models of good practice for teacher support.

3.1.11 United Nations Education, Science and Cultural Organisation (UNESCO)

Preparation of a Strategic Framework for Teacher Education and Professional Development (2005-2008) {\$3.3 million}The project is focused on policy level support to the Federal and Provincial Ministries of Education. The project aims to review teacher education holistically and provide strategic guidelines for improvement in governance as well as inform the current education policy review initiative regarding teacher education standards and institutional accreditation.

3.1.12 United Nations Children's Fund (UNICEF)

UNICEF's goal in the education sector is to champion access to, and completion of quality basic education, especially for girls. In 2004, UNICEF funded training of PSTs and head teachers, supervisors, learning coordinators and resource persons in Sindh under its program to support primary education with a focus on girls' enrolment.

UNICEF is supporting several TPD programs. These include the Mobile Female Teachers Training Program, Joyful Learning, and the Primary Teachers Mentoring Program. UNICEF has trained 25 master trainers of the Bureau and PITE in Balochistan through an NGO. Approximately 1000 teachers have already been trained under this component (Kardar 2005). UNICEF is also currently coordinating donor support and technical assistance for the Directorate of Staff Development in Punjab.

3.1.13 World Bank

The Bank's goal in the education sector is to support national and provincial education reform efforts to increase net primary enrolment rates, and to bridge the gender gap at the primary and secondary level. The Bank projects \$625 million for FY2004-07, with \$325 million as direct support for education, and \$300 million through the proposed Poverty Reduction Structural Credit and Provincial Development Policy Credits. TPD constitutes a significant component of the education reforms that the Bank is undertaking.

(a) Punjab Education Sector Adjustment Credits I, II and (III Proposed) {\$100 million each}: The purpose of the credits is to support the Punjab Province's three year Education Sector Reform Program (PESRP). The program being supported under the proposed third credit seeks to accelerate progress in the quality agenda, and deepen the efforts to expand access as well as retention. In particular, teacher professional development, is a key component of the quality agenda. Programs have been launched by the Punjab Education Foundation (PEF) to support the low cost private sector including direct financial assistance to private schools, teacher training for low cost schools on a cluster basis, and vouchers of choice to households (World Bank, "Program Document Third Punjab Credit" 2006).

(b) Balochistan Elementary Education Project (FY2006-09) {\$20 million}: The Balochistan Education Support Project for Pakistan aims to promote public-private and community partnerships to improve access to quality primary education for girls in particular. Project components consist of; establishing community schools in rural areas; supporting private schools; and capacity building for the Balochistan Education Foundation, the implementing agencies, the parent education committees, and teachers. The latter component includes quality improvement measures (free textbooks; teachers' professional development; school monitoring and supervision); training of staff of the foundation, agencies, education committees, and teachers; and funding for staff salaries.

To ensure that key stakeholders are able to perform their respective functions effectively, intensive training will be given to PECs, CIPs, PIPs and BEF staff, to respond to these quality requirements. In addition to building capacity for quality improvements, this component will provide training to PECs, CIPs, PIPs and BEF on school management, book-keeping/accounting, participatory techniques, gender, and monitoring and supervision. This capacity support will be delivered through technical assistance provided by a variety of consultants, NGOs and public and private sector training institutes (World Bank, "Balochistan Education" 2006).

(c) Sindh Structural Adjustment Credit: A key component of the program was to improve quality. To assess current teacher quality and improve teaching standards, three-month training courses were developed as well as pre and post training tests to assess levels of competency. In-service training was imparted to 5,284 candidates (12,000 are targeted to be trained by FY06) while management training of principals and supervisors is under process (Education and Literacy Department Sindh 2005).

3.2 Government Interventions in Teacher Professional Development

3.2.1 Teacher Professional Development in Pakistan: Setting Priorities Through Adequate Financing

Pakistan's current public expenditure on education is 2.73 percent of GDP, which is low compared to other developing countries and countries with similar income per capita. The GoP has recently committed to increase the outlay to 4 percent of GDP. The majority of the expenditure is allocated on the recurrent side, where teachers' salaries constitute 90 percent of the total recurrent expenditure (GoP, "Education Governance" 2006).

3.2.2 Resource Generation for Teacher Training

Resources are generated through revenues raised at various tiers. With devolution, responsibility for schools has been shifted to the district governments. However, the devolved governments are dependent on the Provincial Finance Commissions as the main source of revenue. Only eight percent of the requirements are met through the local governments' revenues. In some cases, as under the Sindh Local Government Ordinance, teacher training is a provincial subject. Thus, all expenditure under this head is routed through the provincial budget even if the activities are undertaken in coordination with the district governments. Overall the bulk of revenue is collected at the federal level, which is distributed to the provinces through the National Finance Commission. Additionally, the Federal government funds vertical projects in provinces through various interventions; the latest being the Education Sector Reform Programme.

In both Sindh and Balochistan, in-service training has normally been funded under their respective annual development programs as a specific scheme and as a donor-assisted project. As counterpart funds, provincial governments commit less than 30 percent of project costs. The allocations in the annual development programs depict the estimated direct additional expenses¹² incurred on in-service training. Only in Sindh was teacher training first financed from the provincial recurrent/development budget in 2001-02. This was the case because it was a conditionality agreed with the World Bank under the Sindh Structural Adjustment Credit (Kardar 2005).

Other multiple training related efforts are undertaken by many agencies such as UNICEF, USAID/ESRA, British Council, among others, in all the provinces. These training are conducted on a periodic basis by either the Bureau or the Provincial Institutes of Teacher Education (PITEs). The expenditure incurred under these programs are not reflected in the budgets of either the provincial or district governments.

The national development budget is almost entirely financed through foreign aid. This has serious implications for ownership and sustainability as a number of these activities fail to gauge government's commitment and capacity for the long run recurrent expenditure implications. The funding is generated mostly through donor-determined priorities and since there is lack of coordination among the multiple players there are issues of overlap and excessive emphasis that distorts priorities for the education sector. The provincial specific issues are briefly discussed below¹³:

3.2.2.1 Punjab

Punjab has undertaken a massive reform in the education sector. One of the key pillars of the PESRP, covering 2003-06, is to focus on public finance reforms to increase public spending for education. Since its launch, several achievements have emerged.

¹² These include TA/DA of participants and trainers. If the trainers are already on the payroll of one of the several institutions in the private sector, their salaries are not included.

¹³ NWFP budgetary allocations did not appear in any of the documents reviewed for the literature review. The 5-year Education Sector plan indicates how future initiatives might be financed but does not give specific allocations for teacher training.

The expenditures on education have gradually increased in accordance with the Medium Term Budgetary Framework (MTBF). Overall education allocations in the FY05 provincial budget as well as FY06 have increased by 15 percent and 12.6 percent, respectively. The budget increases finance quality improvement such as TPD and non-salary budgets for schools along with other initiatives. Districts have allocated 15 percent more non-salary budget for education from their own budgets. While overall provincial and district sector financing has improved, school budgeting has commenced but is still inadequate.

In 2004 and 2005, the provincial government inducted 26,000 educators in public schools and plans to recruit 19,000 more teachers in 2006 (Furniss 2005). Since 2004-05, teacher training and capacity building has emerged as a separate head for allocations under the PESRP. From 2004-05 to 2005-06, Rs. 300 million has been allocated each year towards TPD. However, there have been shortfalls in utilization of development budget during FY05¹⁴. Increases in non-salary budgets, transfer to School Councils, and utilization levels have now been made a part of the performance indicator under the Terms Of Partnership agreements between the provincial and district governments (World Bank, “ICR Second Punjab Credit” 2006). The Government of Punjab has requested World Bank’s support for Phase II of the PESRP (2006-09). Indicative actions being considered by the World Bank, with regard to budgets, for inclusion in its subsequent credit include: (i) approval of the FY06-09 MTBF, (ii) annual education budgets reflect the agreed program focus, (iii) all districts to increase the level of non-salary recurrent expenditures in their education budget, and (iv) school based development budget provided to School Councils (World Bank, “Third Punjab Credit” 2006).

3.2.2.2 Sindh

Since 2002-03, the Government of Sindh has been allocating funds for in-service training in the non-development budget (See Table 2). These allocations were made to cover the direct costs¹⁵ of in-service training. However, the Rs. 50 million allocated remained unutilized in both the provincial and district budgets in 2002-03 and 2003-04. The allocation of 2004-05 was utilized for training head teachers. This funding was earmarked for the training of 12,000 teachers identified by the Sindh Education Management Information System. Since recent data show that only 2,000 require training, questions have been raised as to the accuracy and integrity of these figures (Kardar 2005).

¹⁴ There have been delays in the utilization of these development funds as the implementation cycle follows a calendar year rather than the fiscal year.

¹⁵ TA/DA of teachers and instructors, a small honorarium for the trainers and other non-salary inputs required under the exercise.

Table 2: Budgetary Allocations on In-Service Teacher Training in Sindh (Rs. Million)

	2001-02	2002-03	2003-04	2004-05	2005-06
ADP 122 (76.34)	10	10	20	20	15
ADP 622 (60.00)	-				10
Non-Development Budget	-	50 (DG Budgets not Utilized)	50 (Not Utilized)	50 (HTs Training)	60 (Being Advertised)

Source: Kardar, Shahid (2005). Funding In-Service Teacher Training in Sindh and Balochistan.

With regard to pre-service training programs, the total intake for the 2004-05 session in all the GECEs in Sindh was 2,306 with the total sanctioned staff position being 1,516 (46 percent of which were vacant), of which 464 were in Grades BS-16 and above. In terms of per student cost, the direct budgetary allocation for staff salaries and non-salary components in respect of these training institutions crosses RS. 100,000 per student.

Estimates for pre and in-service training programs for 2004 provided by the PITE (Nawabshah) in Jamil's (2004) study provide the following information:

Pre-Service: B.Ed = Rs. 10,500 per student; M.Ed = Rs. 10,500 per student

In-Service: Primary = Rs. 6,570 for six weeks; Supervisors/RPs = Rs. 3,160 for one week; Headteachers/LCOs = Rs. 2,800 for one week.

As the inputs for the unit costs are not provided, these estimates appear to be only operational running costs and not comprehensive institutional costs inclusive of utilities, wear and tear, etc. Therefore, they appear to be underestimated.

3.2.2.3 Balochistan

The Government of Balochistan (GoB) has made no budgetary allocations for in-service teacher training either in the development or non-development budgets for several years. The province has relied exclusively on aided project interventions and donor sponsored programs. The GoB does not consider funding teacher training a priority. In addition, the GoB is of the view that significant funding has already been committed and that it would consider additional funding from own funds on the basis of an objective assessment of need. The GoB maintains that the only viable solution in the near future would be the spot teacher training conducted through mobile training facilities/units or training carried out during vacations.

Similar to the pre-service programs in Sindh, the intake of the GECEs in Balochistan was reportedly 1,176¹⁶ 'student-teachers' for 2004-05. Against this enrolment, the total budgetary allocation was Rs. 202 million (excluding the Bureau it was Rs. 167 million). The total sanctioned posts were 1,542 of which around 390 posts of faculty are reflected in the budget. The per student cost in case of Balochistan is also close to Rs. 100,000 (See Table 3).

¹⁶ This figure appears to be overstated.

Table 3: Budgets and Enrolments of Teacher Training Institutions (Excluding Bureaus) for 2004-05

Institution	Budget 2004-05 (Rs. Million)	Total Establishment (Sanctioned Posts)	Total Intake
Sindh	232,912	1,516	2,306
Balochistan	166,927	1,542	1,176

Source: Kardar, Shahid (2005). Funding In-Service Teacher Training in Sindh and Balochistan.

3.3 Private Sector/NGO Initiatives on TPD

As a response to the growing requirement for different types of needs, which the public sector may not have been able to provide, non-state providers have significantly increased. In addition to the public providers, non-state actors encompass autonomous bodies, private universities, degree awarding and chartered institutions such as Notre Dame Institute of Education, Beacon House National University, City School, University of Management Training, Hamdard University, ICRA University, Tamir-e-Nau TTC, Dawn Elementary College of Education, Ghazali Teacher Training Institute, Sindh Elementary TTI in Jamshoro, Larkana, and Jacobabad. Several of these institutions have foreign university affiliations in the United Kingdom, Canada, Australia, and Sweden (Jamil 2004).

NGOs and Civil Society Organizations primarily offer in-service programs of teacher education in addition to pre-service training for both the non-formal and formal education sectors. Amongst the established NGOs operating pre-service and in-service programs are TRC, SPELT, ABES, NRSP, RSPs, Sultana Foundation, Bunyaad, Kashmir Education Foundation, Kwendo Kor, SAHE, Idara-e-Taleem-o-Aagahi, Society for Community Support for Primary Education in Balochistan, Sudhaar, Rozan, and Indus Resource Center. The NGO and private sector have developed several innovative teacher education models and programs. The programs of the major players are described below.

3.3.1 Aga Khan Foundation (AKF) Pakistan

A major goal of the Foundation is to improve the quality of basic education by a programme of grants to governments and NGOs. Four objectives set the wider agenda: ensuring better early caring and learning environments for young children; increasing access to education; keeping children in school longer; and raising levels of academic achievement. Currently, AKF is engaged in two TPD programs.

(a) The Institute for Educational Development (IED) program aims to improve elementary teacher's skills training by establishing a training facility under the Aga Khan University. AKU-IED commenced operation in 1993 and enrolled its first cohort of students in 1994. Its academic programmes include: the Doctor of Philosophy (PhD); the Masters of Education (MEd); the Certificate in Education (CE)

in Curriculum Areas² and Educational Leadership & Management; and the Advanced Diploma in Education (Adv.Dip.Ed.) in Curriculum Areas and Educational Leadership and Management. AKU-IED is now in its Phase 2 (2001–06). It is important to note that AKU-IED’s mandate is to generate new and effective ways of improving the quality of education in schools. Its impact is to be measured not simply in terms of the numbers of schools, teachers or students directly reached, but rather by the effectiveness and relevance of the models it develops, and the extent to which these models form the basis of major government and non-government programmes that can have a national, regional and global impact (AKU-IED 2006). Overall Phase II funding has received contributions from: European Commission (\$11 million), Education Sector Reform Assistance Project (\$2.88million), Canadian International Development Agency (\$0.9million), USAID PNI-II Project (\$0.70 million) along with AKF funding.

Achievements of the program include:

- 33 CPs graduated in July 2005. An additional 80 CPs are enrolled in two cohorts of the MEd programme (Classes of 2006 and 2007). Of these 34 are expected to complete studies in July 2006.
- To date, 243 students have graduated from the MEd programme. These MEd graduates are leading school improvement programmes in 46 AKU-IED cooperating schools. PDTs are also involved in similar activities in Bangladesh, East Africa and Central Asia.
- MEd graduates are teaching in various Advanced Diploma and Certificate Programmes held at AKU-IED, Al-Murtaza, Bangladesh, PDCC, PDCEA, PDCN and PITE, Peshawar.
- By December 2005, 487 teachers and teacher educators completed and 425 are enrolled in their respective CE programmes at AKU-IED (136 enrolled and 298 have completed), Al-Murtaza (24 completed), Dhaka (22 completed), PDCEA (157 enrolled and 56 completed) PDC C (24 enrolled) and PDCN (65 completed and 113 enrolled).
- Teachers are working with colleagues in 46 cooperating schools to develop their skills.
- 15 schoolteachers have completed the Adv.Dip.Ed. (Primary Education) at the PDCN.
- 13 head teachers completed and 21 head teachers are enrolled in an Adv.Dip.Ed. (ELM).
- 18 participants (ESRA) are enrolled in Advanced Diploma (Primary Education) and 59 participants are enrolled in two cohorts of an on-going Certificate in Education (Primary Education) programme.
- By December 2005, 36 participants completed and 117 are enrolled in Cert. Education: ELM programmes in Open and Distance Learning mode
- During this year, the seven associations conducted 63 one-day workshops, which were attended by 2361 teachers.
- PDTs and Teachers are given continuous professional support at the PDCN and PDC East Africa Lead-in Project through seminars, workshops and

² Curriculum areas include: Citizenship Education, Early Childhood Education and Development, English, Environmental Education, Inclusive Education, Introduction to Histories and Cultures of Muslim Societies, Mathematics, Primary Education, Science, Social Studies and Teacher Education.

supported teaching. These PDTs are also involved in the planning and teaching of the CE programmes.

- Four Cert.Ed.: Primary Education programmes and one Cert. Ed: ELM has been completed under the ESRA programme and 136 and 26 participants graduated respectively. One Certificate in Education: ELM programme is currently ongoing with 25 participants. Two Cert. Ed: Primary Education are being conducted and 59 participants are participating.
- 10 CPs are enrolled in the MEd programme of 2006 and 7 are enrolled in MEd class of 2007 through the ESRA project.

A mid-term review of AKU-IED by the European Commission was carried out in September 2005 that indicated a positive evaluation of AKU-IED's progress. After an extensive appraisal, the monitor concluded that nearly all the midterm outputs pertaining to teaching programmes, research and policy studies and support to graduates of AKU-IED's teaching programmes had been achieved (AKU-IED 2006).

AKU-IED is one of the only institutions developed to increase the capacity of teachers, teacher educators, managers, and others involved in education, with the capacity to support them in implementing change in their own educational context. (UNESCO and USAID 2005). It has also developed special programs to meet the specific requirements of government staff.

(b) AKF and AKES,P are also implementing the NPEP, which aims to contribute to the improvement of access, quality and sustainability of education with increased gender equality and community participation in the Northern Areas and Chitral District of NWFP. Key components of the program include: improved quality of teaching and learning in schools, non-formal centers and other educational institutions and increased professional leadership. Achievements include 1,394 teachers taught development courses in content and methodology with the integration of multi-grade approach; English language training for 590 teachers to teach English, Maths and Science using English medium; initial / pre-service training for 225 teachers including orientation to multi-grade approach; 315 teachers trained in Early Years Education, mostly females; 127 teachers trained for sports education; Leadership, management and other specialized skills training for 92 academic / professional development leaders; Leadership, school management, planning and supervision training for 281 head teachers / mentors; and Professional development and academic upgrading for 178 teachers¹⁷.

The Aga Khan Education Services (AKES) replaced their 9-month Field-Based Teacher Development Programme (FBTD) with a 19-week in-service program in 2000. The program has been labeled as very interactive with six weeks practicum in a multi-grade school. Subsequently, six weeks of supervised teaching in provided in their own school followed by a last week of a review of the experience. Trainers and teachers are explained why certain methods are used and are taught to utilize them in a creative and flexible manner. This was one of the first programs designed solely with the multi-grade teaching approach. In addition, the program is innovative in

¹⁷ Aga Khan Education Service, Pakistan. Northern Pakistan Education Programme – EC Funded: Fact At A Glance – As of May 31, 2006.

providing cutting edge techniques, for instance, cooperative learning to teachers from remote rural areas.

(c) School Improvement Program: AKES has been experimenting with this program in Karachi and Hyderabad. The Program provides facilities, equipment and training. Schools were transformed into activity centers with student-centered activities dominating the classroom. During the project period, students received a score of 70 percent or more in the school leaving science examinations. The scores were more than double of the pre-project period. An evaluation deemed significant gains in teacher skills and student achievement and attributed the success to 'a trusting and enabling attitude of the leadership, changes in organizational structure to reflect this trust, and a significant commitment to teacher training'.

(d) AKES, P collaborated with private and public schools in Sindh for their Quality Advancement through Institutional Development (QuAID) project through the support of ESRA. Quality Advancement through Institutional Development was required to systemize the unplanned provision of education by the public and private sectors. The project aimed to realize the key objective of Education Sector Reforms 2000-2005 (ESR), which emphasized the need of quality advancement and institutional capacity building for effective education system. The objectives of the QuAID project included: (i) developing sustainable models of ongoing quality improvement (teacher development; curriculum improvement, innovative learning, material and infrastructural development); (ii) developing viable models of low-cost and good quality private education; (iii) creating institutional development processes for low-cost private and public schools; (iv) launching research projects to study models for low-cost and high quality institutions of learning, (v) pioneering a new culture of viable organizational vision and institutional development for good quality innovative learning and general improvement of educational practices in the country; (vi) forging long-term PPPs by including public schools as beneficiaries of the program; and (vii) supporting the educational directorates for effective management and use of information systems and communication for policy advocacy and planning (AKES,P 2004).

3.3.2 Allama Iqbal Open University (AIU)

AIU is an autonomous distance learning university, which also offers courses in education for managers, planners, and teachers. Its courses include pre-service and in-service programs for teacher certification as well as graduate and post-graduate qualifications in education. Approximately 10,000 students are enrolled annually for various certifications and diplomas (Jamil 2004).

3.3.3 Teachers Resource Center (TRC)

In 1986, TRC was established in Karachi by a group of working teachers in response to the deteriorating quality of education in schools. A survey of needs in Karachi schools revealed that in-service training was the greatest need, followed by having access to a professional library and culturally relevant learning materials (Khan 2004). Its primary aim is to improve the quality of children's learning through teacher education and development. TRC has actively tried to bridge the gap between less privileged schools in the public and private sector and elite private schools by sharing

resources, information and expertise. Its Initiating Change through Professional Development project has demonstrated that change can be achieved in government schools and that teachers in government schools are eager to develop their teaching strategies provided they are properly supported in the process (Jamil 2004). The TRC's Social Institutions Development Programme, funded by AKF from 1997-2002, focused on seeking to improve ECE, improving primary education, creating a pool of teacher-educators and strengthening TRC as an institution. Under this program, various materials for teachers were produced such as the *Pehla Taleemi Basta*, for activity-based learning, and the *Nazmon ki Dilchasp Dunya* (Khan, 2004).

An important national contribution of TRC has been their collaboration with the Curriculum Wing of the Federal Ministry of Education for the development of national *Katchi* (pre-school) curriculum launched in August 2002. The innovative curriculum, based on the High Scope approach to learning, has been trialed in over 200 schools under the USAID funded Releasing Confidence and Creativity project coordinated by AKF. TRC has been instrumental in providing teacher observation instruments, training manuals and other materials for the national *katchi* curriculum.

3.3.4. Alif-Laila Children Educational Complex (ALCEC)

A Lahore-based NGO, the ALCEC has developed creative ways of learning for children such as hobby clubs, art and craft activities, a bus-library, and attractive teaching-learning materials for young children. It has also provided training for teachers to use their child-centered approaches in schools. ALCEC has inspired the Punjab Government to establish the first Children's Complex in Pakistan. The NGO is currently also implementing a NORAD funded program.

3.3.5 Society for Promotion of English Language Teaching (SPELT)

SPELT has adopted TRC's approach of organizing teachers for in-service workshops, particularly from elite schools in the larger cities of the country. SPELT has caught significant interest from teachers and has been able to organize highly interactive workshops with minor external financing.

3.4 Public Private Partnerships

3.4.1 The Education Foundations

Between 1992 and 1994, Education Foundations were established in the 4 provinces as well as at the national level in order to encourage and facilitate private sector participation in government provided education. The performance of the Foundations has been uneven and they are currently being restructured to redefine their focus and reinvigorate their mandate of forging PPPs in the education sector. The National Education Foundation was restructured in 2002 to increase its geographical focus to AJK, FATA, FANA and ICT. The Community Supported Rural Schools Program is one of its largest programs and encourages pilot interventions to promote education in rural areas. Teacher training has been a significant component of this program. The focus is on enabling in-service community teachers to re-learn modern pedagogical techniques to manage today's classrooms (GoP, "Public Private Partnerships" 2004).

The Punjab Education Foundation has several PPP programs. The core functions include the promotion of quality education in PPP through professional development and capacity building of the teachers of private educational institutions serving the less affluent households (Malik, "Human Development Nexus" 2006). The Cluster-Based Teachers' Training focuses on activity-based teachers' training to educate students through joyful learning environment. A pilot of the Teaching in Clusters by Subject Specialists project has been launched in Lahore. The project arranges a subject specialist to teach in a cluster of schools, visiting 2-3 schools a week and teaching the students in actual classroom theatrics. In this way the teaching practices of peers and associates are also influenced (Punjab Education Foundation 2006). The Foundation is currently in partnership with 13 NGOs and private teacher-training institutions (Malik, "PowerPoint Presentation" 2006).

3.4.2 Adopt A School/School Improvement Program

Under this program NGOs/CSOs contractually take over and manage government schools over a prescribed time-period. The program was developed to revitalize failed or low-performing government schools. The arrangement is governed through a Memorandum of Understanding that establishes the standards for the duration the school is under NGO management. The program has resulted in refurbished schools, better-trained teachers, as well as increased enrolments at these government schools (GoP, "Public Private Partnerships" 2004).

Although the Adopt-a-School program has met with a measure of success, this has usually been modest. Only in exceptional cases have schools witnessed a drastic transformation (Rashid 2000). Questions have been raised whether the model can serve as a panacea for the significant number of public schools in challenging conditions across Pakistan. Donors playing a significant role in PPPs include the World Bank, ADB, USAID, EC and DFID.

As can be observed from the above discussion, donors have significantly supported programs engaged in TPD. A review of donor engagements in TPD revealed the following characteristics. Successful projects included those:

- (i) involving an initial pilot-testing phase and going up to scale rather than those starting big;
- (ii) which had a strong and on-going technical support;
- (iii) which were bi-lateral programs;
- (iv) more integrated with government systems;
- (v) long-term; and (vi) focusing on Balochistan and NWFP (UNESCO and USAID 2005).

Government engagements, as reflected in their respective provincial own-revenues, has been sporadic and ad-hoc. The emergence of the private sector and PPPs is a more recent phenomenon to fill the void created by the public sector. The implications of this set-up, such as sustainability issues, are discussed in more depth in the subsequent section.

Section IV: Issues Challenging Teacher Professional Development in Pakistan

It is widely acknowledged that the quality and performance of teachers in Pakistan has been poor. This shortcoming was highlighted as far back as 1959 by the Report of the National Commission on Education, GoP. However, challenges persist and issues have worsened over the years with GoP focusing on systems rather than the root of the problem (Hatfield 2006). The teacher education programs currently being run by the government institutes¹⁸ are not of the caliber to significantly raise the level of knowledge and skills of teachers to have any measurable impact on the students learning. The curriculum of these programs fails to develop in teachers the required pedagogical skills, subject knowledge, classroom delivery and questioning skills that would make these courses/programs worthwhile.

The various government organizations providing teacher education if not in a state of disrepair are commencing their restructured mandates. With minimal coordination and supervision, they follow their own agendas and objectives. This has created non-standardized and deficient teaching programs. These institutions fail to provide acceptable levels of teacher education, and have refrained from any direct collaborations and linkages in academics and teaching methods for the good part of their existence. There is no single ruling authority to properly provide guidance and direction to these institutions to maximize their efficiency, outputs and to monitor their product quality.

Various studies and reports have already been undertaken to look into teacher professional development in Pakistan. All of them have cited that teacher performance and quality is most notably affected by: educational qualification of teachers; recruitment on merit; adequate teacher performance monitoring system; incentives, up gradation of teacher skills and growth oriented career structure (World Bank, “ICR Second Punjab Credit” 2006). With the issues being identified both at the macro and micro level and solutions also proposed, what remains to be done is the implementation of these corrective actions, which will ultimately raise the quality of the teachers. Policy guidelines are needed that adequately interpret the problems and laws are needed to bring about the necessary changes that successfully and effectively implement the changes.

This section highlights the status of and issues facing the teaching profession and teacher education programs in Pakistan. Numerous reports have highlighted the challenges facing the public teaching system and its provision of professional development for teachers (see bibliography). The major challenges have been collated and are presented below. A well thought out strategy and framework that addresses these challenges will eventually have a chance of having a positive effect on the state of education in the country.

4.1 Strengths of Teacher Professional Development in Pakistan

Despite the negative aspects of the teacher education delivery system in Pakistan, there are potential positive elements that can be built upon.

¹⁸ These constitute primarily of PCT, CT, B. Ed, B.S. Ed, M. Ed, and M.A. Ed.

1. The infrastructure to impart teacher training already exists throughout the country. The various government institutions have been in the business of provision of TPD for several years. What is required is the up-gradation of these facilities as per the changing needs and the redressing of the teaching programs.
2. The government is aware and acknowledges the importance of effective teacher training as a vital part of lifting the education standard of the country. A policy and plan to tackle the issue at hand and implement the adequate policies and programs is the next step in solving this equation.
3. As part of the teacher-training component of the Community Support Program initiative in Balochistan, teachers were first screened by being tested in Urdu and mathematics. After establishing their competency level, they were then accordingly placed at the appropriate training level. As a result of this recruitment policy, the training program proved to be beneficial for the trainees and enhanced their skill and knowledge. Here is an example where a selection process was successfully employed to establish training needs, and eventually proved beneficial for the trainees. (World Bank 1996)

4.2 Key Issues & Problems in Teacher Education

1. ***Lack of Policy & Standards:*** To date, all teacher-training programs are operating without a viable policy framework. The government is aware of this vacuum yet it has not taken any concrete steps to implement a policy to bring all teaching programs under a single umbrella. This has led teaching institutions to develop and implement teacher education programs at their discretion leading to uneven and sometimes poor quality curriculum, teaching methods and practices. Hence, lack of standards and accreditation has led to varied and substandard training programs.

During the past decade, many countries such as Britain, Australia and New Zealand have taken various measures in order to define standards for teaching. Professional standards form a key feature of their education systems. The purpose of their introduction is to develop and maintain high quality teaching and leadership in schools and improve learning outcomes for students. Moreover, they assist in ensuring that employer and management expectations are clear and consistent across each school (Ministry of Education of New Zealand 1999).

Competency standards can enlighten the work of curriculum development as well as serve as a conduit through which good teaching can be identified, celebrated, and rewarded. In Australia, the National Framework for Professional Standards in Teaching describes four career dimensions for teachers. These include graduation, competence, accomplishment and leadership. Each of these dimensions is defined through four professional components of teachers' work, which are professional knowledge, professional practice, professional values, and professional relationships (Furniss 2005). In general, there are three types of teacher education standards, including standards for teachers, teacher education units and teacher education programs and subject areas (Levy 2004).

Professional standards constitute the ‘critical knowledge, skills and attitudes needed to perform a particular role effectively’. They describe the primary components of performance rather than provide a comprehensive list of responsibilities. In addition, they serve to specify what performance and/or behaviors a school is particularly looking for. The extent to which professional standards have been met can be assessed via performance indicators. They can be transformed into measures of performance that are meaningful to schools without restricting roles to a series of mechanistic tasks (Ministry of Education of New Zealand 1999). Standards can be either content or performance based. The former are general statements which describe what an individual is expected to know and be able to do. The latter specify how well or to what extent an individual needs to be able to do something. Well-written standards are clear and easy to understand, focused on a particular knowledge or skill set, comprehensive yet manageable, reflect high expectations, include knowledge, abilities, dispositions and skills, and are linked to measurable performances (Levy 2004).

A lack of standards for education in Pakistan has resulted in the challenge of harmonization of school education with teacher education as the required competencies of teachers have not been defined. Moreover, the standards of assessment have also not been determined due to this gap. A proposed framework of standards for education and standards of teacher education has been recently developed by Shami (2006).

The individual learner is considered the center of interest in the proposed standards of education. The framework revolves around the four pillars of successful learners, confident individuals, responsible citizens, and effective contributors. Key aspects of the standards of teacher education being proposed are: (i) professional knowledge; (ii) education system and professional responsibilities; (iii) principles and perspectives; (iv) professional skills and abilities; (v) classroom organization and management; (vi) pupil assessment; (vii) professional reflection and communication; and (viii) professional values and personal commitment (Shami 2006).

Licensing and Accreditation

Accreditation, licensing and certification are separate but complementary processes in order to ensure quality teaching. They constitute three distinct points along a continuum of teacher preparation. They are defined in the following ways¹:

Accreditation is an evaluation process that determines the quality of an institution or program using predetermined standards. Accreditation is normally carried out on a peer review basis by competent, nongovernmental agencies such as national, regional, and/or local associations. It is, in essence, a collegial activity conducted by institutions that have voluntarily organized to form and to support an accrediting association. These accrediting agencies or associations prepare standards for education institutions and subsequently apply these standards when evaluating individual institutions seeking accreditation.

Licensing is the process by which a governmental agency grants a license - or

permission - to an individual who has met specified requirements. These requirements are usually minimal. Their purpose is to assure the public that the licensed individual will do no harm to the student learner. In the case of licensing teachers, the intent is to prevent individuals from doing harm in the classroom.

Certification is the process by which a nongovernmental agency or association bestows professional recognition to an individual who has met certain predetermined qualifications specified by that agency or association. It can be described as peer approbation, similar to Board certification among medical doctors.

Accreditation System in Pakistan

In 2005, the Higher Education Commission established the Rules for the Pakistan Accreditation Council for Teacher Education. It is unclear whether the Council has yet been officially established given that it was supposed to be formed within three months of the notification of the Rules. Nonetheless, the publication of the Rules is a step towards the right direction.

The Rules state that all the existing teacher education degree and postgraduate diploma programs shall be within the jurisdiction of the Council. Any new program in teacher education shall also be referred to the Council for the grant of accreditation. In addition, the accreditation will be for specific degree programs and not institutions. Moreover, accreditation shall be mandatory for all relevant education academic programs offered by public and private sector institutions.

The Council shall assist and advise teacher education institutions in planning their academic programs and shall also facilitate the intellectual development of prospective teachers interested in pursuing the teaching profession and provide professional assistance to the concerned organizations. Key functions of the Council include to: (i) develop and review policies and procedures for accreditation of teacher education programs; (ii) establish criteria on which teacher education programs shall be assessed and equated; (iii) publish a list of ranking of teacher education programs; (iv) promote intellectual development and understanding of subject areas in the teaching profession; and (v) collect, publish, and disseminate information and research findings on teaching profession and to facilitate the teacher education institutions for quality assurance (Higher Education Commission 2005).

Under the auspicious of the Higher Education Commission, an autonomous Body of Experts Learning Solutions is to develop a framework to establish standards for a paradigm shift in teacher education. The Standards are to form the basis of guidelines, schemes of work and curriculum design for each area of teacher education (UNESCO 2006; *Definitions have been extracted from Oakes 1999*).

2. ***Institutional Clutter:*** The numerous government teacher training institutions at the provincial levels (BoCs, PITE, DSD, UoE, DCTE, etc) have unclear mandates. An overlap between their roles and responsibilities also exists. Except for Punjab, which has just recently divided the roles of providing pre-service and in-service training between its two apex organizations: UoE and DSD respectively, the other

provinces still suffer from institutional clutter. There is no overarching body to regulate and guide these institutions particularly in terms of academic leadership within provincial departments of education.

3. ***Linkage between the Institutions or Lack of:*** There exists a wide communication and collaboration gap between the provincial training institutes. Instead of working towards sharing good practices, research and experiences, they have more or less worked in isolation. The BoC, PITE, DSD, UoE have not built critical partnerships so as to improve their course content, methodology and pedagogical skills. Similarly weak institutional arrangements between the provincial and district institutes also contribute to the complexities in teacher education curriculum and conduct. The management of the system is uncoordinated with different institutions responsible for staffing, curricula, examinations and textbooks (UNESCO and USAID 2005).
4. ***Core Competencies:*** Teachers have invariably lagged behind in developing core competencies fundamental to their profession. These core competencies are the pillars on which subsequent knowledge and skills are built upon.
5. ***Recruitment:*** Not selecting teachers on merit, lack of proper screening and relaxing of qualification requirements have jeopardized the end objective of providing quality education. Job descriptions and performance appraisals are lacking. Research has shown that the performance of students who had teachers with 12 years of formal schooling was better than students whose teachers had a matric qualification (MSU-SAP 1995; Warwick and Reimers 1991). This leads to the conclusion that student performance and understanding is directly related to the years of formal education of teachers. Hence, by compromising on the competency of the educator itself means a compromise on the standard of education.
6. ***Curriculum:*** The current curricula being taught does not focus on nurturing a creative and learning environment involving questioning and problem solving. Subject matter is not regularly updated to keep pace with recent subject advances. There is no attempt to integrate subject knowledge with pedagogical skills. For most programs, teacher trainees employ rote learning to pass the examinations. Not enough emphasis is given to learning practical teaching skills; instead the emphasis remains on theory. Also, there is hardly any focus on making teachers efficient in improvising and creating low cost learning aids. Familiarity with use of modern information and communication technologies is also not given due importance.
7. ***Teacher Educators:*** The various levels of teacher educators themselves are caught in the same cycle of poor teacher quality and delivery. They administer their classes in the traditional teaching style of lecture giving, dictation and notes. Trainers fail to cultivate any creative thinking, inquiry and problem solving among their trainees. Most of them are not aware of how to improve their own knowledge and skills or to bring themselves up to date with modern advances in teacher training. An endless cycle of these ritualistic and poor teaching methods thus engulfs the teacher education system. Also, teacher educators refrain from group work and interactive learning techniques because they have concern it

spoils class discipline. This is indeed one of the major reasons that Pakistan has not been able to bring up its educational level and standard.

8. ***Pre-Service Programs:*** According to two independent research studies, the content knowledge of pre-service and in-service teachers in Pakistan is low (MSU-SAP 1995; Warwick and Reimers 1991). When teachers with or without pre-service training were tested on content knowledge, there was negligible difference between their performance (MSU-SAP 1995). This tentatively indicates that the pre-service programs have added little value to teachers and directly reflects on the poor level of instruction and curriculum of the pre-service programs. Approximately 75 percent of teachers are provided outdated and irrelevant training through the PTC or CT (Khan 2004).

Moreover, the Diploma in Education Program introduced across Pakistan by the Technical Panel on Teacher Education to replace PTC/CT has not been evaluated due to lack of proactive planning and resource constraints, while the B.Ed and M.Ed extended duration courses were not even tested (UNESCO and USAID 2005)

Teacher training is seen by trainees as just another degree or certificate to fulfill the criteria (a degree chasing exercise) rather than an opportunity to enhance one's pedagogical skills and gain deeper understanding of the subject. Moreover, very little resources are set aside for follow-up, which is less exciting and more difficult and time-consuming than training.

9. ***In-Service Programs:*** Courses are not designed according to the requirements of in-service teachers. No effort is made to modify and tailor the syllabus as per the requirements of the class/trainees. Subject knowledge is not integrated with teaching skills. Training programs for various levels of teachers are not properly assessed and lack adequate materials and delivery aids. Training specialists and master trainers often themselves are not qualified, competent or motivated enough to make much difference in improving the knowledge and capabilities of the trainees. Many master trainers are usually ex-heads of high schools who have been transferred and other teacher educators as a sort of punishment. Therefore, they are less serious towards their jobs and their chief priority is to finish their tenure so that they can eventually return as administrative heads of a school.

While it is recommended that teachers receive in-service training every three to five years, on average a primary teacher receives in-service training after thirteen years, a middle school teacher after seven to eight years and a high school teacher after sixteen years. Rural teachers and females, who have the greatest challenges in the form of access and mobility, are able to benefit the least (UNESCO and USAID 2005). Primary teachers rarely benefit from in-service training that can be utilized in the course of their work, often attending half-heartedly, their attention more on travel and other daily allowances that are due to them (Khan 2004).

10. ***Support System and School Management:*** Teachers require a strong support structure within their schools to cater to their needs and professional development. A healthy and facilitative teaching environment, encouragement from peers and administration, efficient internal processes, easily available teaching aids and

mentoring by senior faculty all add up in helping the teacher grow and focus on his job. A supportive school organization typically is not present in Pakistani schools, where internal politics, lack of resources, disinterest in pupil learning and school improvement by management result in demotivating and ignoring the teachers. Such a culture also inhibits teachers from taking the initiative to introduce new techniques in teaching and apply whatever new skills they learned in their training. There is no central or provincial database to keep track of the number of teachers being trained, the courses attended by them, current enrollments and school contribution.

11. ***Incentives and Career Path:*** Promotion is currently based on seniority rather than performance. Low salaries characterize the profession. There is a dire need for recognition of performance. Moreover, no weightage is given to additional qualifications. There is a lack of a well-defined career structure for teacher educators; chronic shortage of specialist teacher educators; and most staff lacking experience of teaching in schools for which they prepare trainees (for instance secondary level subject specialists preparing primary teachers).
12. ***Monitoring and Evaluation:*** Almost all training programs lack a systematic follow up to gauge the performance of their trained teachers. Since evaluation is not as exciting as the training component of the program and is more time consuming, little attention is paid to this aspect of the teacher training. With little guidance, monitoring and follow up, teachers suffer from a lack of feedback, which eventually causes them to continue inferior teaching practices. Moreover, the performance appraisal system of teachers known as the Annual Confidential Reports (ACRs) is merely a formality. It fails to provide any useful feedback or insights to a teacher's performance (see Annex IV: ACR forms).
13. ***Donor Supply Driven Initiatives:*** While several donors are focusing their funds on TPD, the effort appears to be supply driven, motivated by the belief that the government is undertaking sufficient efforts in improving the quality of education through TPD. However, provincial and district governments apparently do not place a high priority on such initiatives as reflected in the budgetary allocations for such interventions compared with their other functions, even within education.

In addition, for future donor driven interventions rather than re-inventing the wheel each time, the organizations should learn from previous projects and initiatives and modify/tailor them to the current needs of the time and devise strategies accordingly (Jaffar 2005). Donor agencies should avoid initiatives that only help in the short-term.

Although all country assistance strategies and program documents highlight the need for donor coordination, this is not always reflected in practice. Challenges include overlapping donor agendas and large donors unwilling to coordinate with smaller ones. It has been recommended that the government should take the lead in donor coordination (UNESCO and USAID 2005).

14. ***High Per Capita Cost for Low Grade Teachers:*** "Increase of non-salary budget for provision of improved educational environment and learning materials" is one of the measures in the ESR Action Plan for the improvement of quality in

education”. According to a study conducted by the Academy of Educational Development (AED), the unit cost¹⁹ of teaching a PTC/CT candidate ranges between Rs. 15,000 to Rs. 110,000 (See Table 4). Between 60-99 percent of the budget allocation is spent on staff salaries. The non-salary allocation in the budget ranges from a maximum of 40 percent to a minimum of 1 percent. The cost of conventional TPD globally is on average 7.6 times the cost of training a secondary school student. In Pakistan, the cost is 25.5 times higher. Producing low-grade teachers at such a high cost should be a matter of concern (AED 2006).

Table 4: Unit Cost of Training in Selected Teacher Training Institutions for 2003-04

Institutions	Salary	Non-Salary	Total	Enrolment	Unit Cost
GECE Pishin (W)	5,304,927 (84%)	1,023,290 (16%)	6,328,217	58	109,107
GECE Qasimabad (CoEd)	8,834,700 (99%)	105,600 (1%)	8,940,300	105	85,145
GECE DGK (M)	6,524,925 (97.5%)	165,328 (2.4%)	6,690,253	307	21,792
GECE Umerabad (M)	1,114,307 (60%)	778,891 (40%)	1,893,198	123	15,392

Source: Academy for Educational Development (2006). Performance Gap Analysis and Training Needs Assessment of Teacher Training Institutions.

15. **Cost Effectiveness of Existing Pre-Service TPD Programs:** The existing pre-service TPD institutions appear to be severely under utilized. The government is spending approximately Rs. 100,000 per trainee raising questions about the relevance of the courses organized by these institutes. In terms of cost effectiveness, there is also a need to examine the advantages of providing pre-service teacher training through separate public institutions as opposed to the inclusion of such courses as regular subjects for study in colleges or as an optional subject at the graduate level, especially since these certificates can also be acquired from private training institutions.
16. **Low Understanding of Budgeting for TPD:** In a meeting organized by MoE in 2004, financing for improved resource allocation for TPD was identified as a weak area where skills for planning and budgeting, costing and financial reporting are significantly lacking. Regular annual planning in public sector institutions is remiss of effective costing strategies. There is no institutionalized approach to financing TPD as part of an embedded costing mechanism to meet the needs of upgrading human resources and quality assurance. In addition, budgetary constraints and conventions of low or ad hoc budgetary provision for TPD have constrained provincial and district governments in planning for regular in-service training of teachers as part of non-salary recurrent budgets. These budgets could be costed on a per-student or even per school/institution basis (Jamil 2004). The ratio of salary non-salary budgets shows a lack of skills in planning and

¹⁹ The unit cost for conventional teacher education has been calculated on the basis of training institutions' budgets for 2003-04.

management of TPD. The high unit costs are due to an imbalance in the teacher-pupil ratio, while budgetary allocation for the availability of teaching aids, technology, supplementary reading and reference material, maintenance and monitoring are neglected. The education departments should also be provided a recurring budget to facilitate filling up training vacancies through their heads of education institutes so that teachers are allowed to avail training opportunities (Frontier Education Foundation 2006).

17. **Allocations and Utilization:** Data on national and provincial budgets show that about 8 percent of the national budget is spent on education. Provincial allocations are higher ranging from an average of 19 percent in Sindh to 26 percent in Punjab over the period of 1998-99 to 2003-04. A significant share of the education budget is allocated towards recurrent activities and evidence from all provinces depicts that recurrent funds are utilized primarily on salaries. Recurrent allocations have ranged from 75 to 96 percent of total allocations in the four provinces. With the exception of NWFP, the provinces witnessed a large fall in the education budget in 2004-05. This is because while provincial budget allocations in 2004-05 include transfers to newly devolved district government budgets, the final share of those transfers to be devoted to education is to be determined by the district governments themselves. Therefore, it is not possible to present comprehensive data on education, and TPD, allocations for both provincial and district governments for 2004-05 from provincial budget information alone. Capacities and systems at the district government do not presently allow education budget allocations to be clearly determined from district budget information either.

From 1998-99 to 2001-02, expenditure as a proportion of the budget has been 71, 89, 82 and 92 percent on average for Punjab, Sindh, NWFP and Balochistan respectively²⁰. Within these figures, utilization rates for recurrent allocations have been relatively high and utilization rates for the salary component higher still. Thus, low utilization rates impact mainly on the non-salary component of recurrent expenditure and on development expenditure (DFID and USAID 2006).

18. **Teacher Quality:** Two challenges have been underscored in literature with regard to the much needed attention on teacher quality. First, it is apparent that student outcomes are more closely related to the level of general education of the teacher rather than professional qualifications/in-service training. Some programs like the EC-NPEP encourage teachers to enhance their academic qualifications through provision of scholarships. However, only a small number of teachers are able to avail this facility and training programs have still to adequately address the dilemma of weak content knowledge. Second, available institutional mechanisms to ensure teacher training of quality on any significant scale, or any significant cumulative impact over time, are lacking. The majority of donor-funded programs despite small increases in duration like the 300-hour teacher-training program under ESRA still appear to be insufficient (UNESCO and USAID 2005). GTZ's model of teacher capacity building, given its relatively modest funding, has been pointed out as being able to make a significant impact at the lower end of the quality spectrum (Ibid).

²⁰ Expenditure data is not yet available for later years of the ESR and is also not yet available for the PRSP period.

19. *Other:*

- Teachers are forcefully assigned to conduct and take part in other activities e.g. election duties, vaccination programs without due compensation, causing them to take time away from class preparation and de-motivating them further.
- Use of punishment and other harsh treatment meted by teachers on students instills fear among them, hampers their creative abilities and leads to dropouts. Such practices must be discouraged at all teacher-training institutes.

The following section presents a series of policy, institutional, and curriculum-related recommendations in response to the challenges and issues identified above. The recommendations will be drawn upon by the Strategic Framework for TPD in Pakistan and should be assessed in view of how they contribute to improved outcomes for students.

Section V: Recommendations

1. ***Provide a Policy & Framework Cover:*** Need to develop a workable policy and strategic framework for TPD, with an accreditation and certification scheme. Minimum requirements for resourcing institutes with regard to staffing, infrastructure and organization need to be developed in conjunction with the respective heads of these institutes in order to ensure system equity and quality provision. The credentialing of teacher education programs should be transferred to an independent body like the Higher Education Commission. Uniform work requirements, in terms of teaching and supervision loads, should also be developed. The Vision of GCETs, along with GCET leaders, should be used to create workable goals of these institutions (Furniss 2005). Also, representation of teachers should be mandatory in the formation and revision of educational policies. Moreover, a National Teachers Forum should be established in order to influence policies and organize teachers' professional voices (Idara-e-Taleem-o-Aagahi 2006).
2. ***Fixing the Institutional Puzzle:*** The existing institutional infrastructure should be molded to adapt to any new policy and programs. It should be monitored by a federal level authority responsible for overseeing their functions and performance. It has been suggested that the Technical Panel on Teacher Education existing at the national level should be restructured to monitor and report on implementation of policy directors on TPD (AED, 2006). In order to prevent duplication, and overlapping of functions, the various provincial institutes: BoCs, PITES, Universities, GCET need to work together to establish academic links and collaboration to improve the value of their services. Institutes should be provided increased autonomy to develop sources of income to address their needs.
3. ***Developing Teacher Core Competencies:*** All teaching programs should stress on developing a list of a core set of competencies among the teachers (both pre and in-service) to prepare them adequately for classroom teaching and to make them

effective and professional educators. On the basis of these core competencies a performance appraisal system can be devised.

4. ***Proper Recruitment Practices:*** Selection of teachers should be merit-based. Schools should select teachers based on a minimum qualification of intermediate and satisfactory performance on a selection test based on the teachers core competencies (World Bank, “Balochistan Education” 2006).
5. ***Proactive Up-to-Date Curriculum:*** Courses should be designed around requirements and needs expressed by the teacher themselves. Revision of pre-service and in-service curricula, with a focus on improving and enhancing content knowledge and pedagogical skills of the teacher trainees is also required. Integration of subject knowledge with teaching skills has also been recommended.
6. ***In-Service Programs:*** Training should be based on teacher requirements. Teachers’ needs should be first assessed by induction tests, and groups formed according to their scores. These groups should be then brought up and trained from their current level. There should be refresher courses every 5 years. Institutional linkages with an innovative college should be explored globally to train elementary teachers for the purposes of faculty in-service development, faculty exchanges and further training (Furniss 2005).
7. ***Pre-Service & In-Service Trainings:*** Trainings to focus on improving teachers’ resource management skills, promoting group work and activity based learning as part of the learning experience, encouraging them to use no/low cost materials as teaching aids where appropriate and supporting capacity building co-curricular activities for the pupils. Training should also prepare teachers for multi-grade teaching (Idara-e-Taleem-o-Aagahi 2006).

The most preferred approach to teaching for elementary level students is the “activity approach” with focus on the pupil and activity based learning process (AED 2006). Computer along with training on other technological aids should be made compulsory and a high priority for all teacher programs. It has been suggested that a separate cadre of teacher educators should be established, linked to elementary schools, who can be trained on the job to be adult educators and researchers in elementary schools practice and subject areas (Furniss 2005).

8. ***Healthy School Support Structure:*** Newly trained and inducted teachers as well as those already working require peer and school support to continue their professional and personal development. Encouragement, guidance and a healthy working environment can add tremendous value to a teachers output and commitment. There is a need to foster a culture of critical reflection among the teaching faculty of schools. School management should be responsive and accommodating towards the needs of their teaching staff and give them due respect and assistance.

There is also an urgent need to set up provincial databases linked to a central repository to maintain up to date records of the teachers, their qualifications, trainings, current enrollment and other relevant statistics. This would aid in tracking teacher resources and help make informed management decisions. The

central database can be installed at the federal regulatory body.

8. ***Incentives, Incentives!:*** Offer incentives to teachers in accordance to their need and the stage of their career (UNESCO 2006). Such incentives can be monetary (salary increase, allowances, and benefits). They can also include subsidized housing, food, transportation facilities, professional training, teacher guides, textbooks, personal notebooks, location, and recognition of performance. Match up incentives according to the needs and stage of the teacher (Craig 1998). Ensure sustenance of incentives. Start a program to provide loans to teachers on low mark ups and soft terms. If contract based, those teachers that perform well can be hired as permanent employees to acknowledge their value and services (Idara-e-Taleem-o-Aagahi 2006).
9. ***Monitoring & Evaluation:*** Systematic follow up with teachers after trainings is central to their professional development (UNESCO, 2006). Their performance in the classroom should be regularly assessed by the principal and other senior teachers to evaluate the quality of their training, their subject knowledge as well as their classroom delivery and management skills.

A performance based teacher evaluation and compensation system is required to motivate the teachers to strive towards excellence. Promotions should be linked with teacher's capabilities rather than seniority. Additionally there should be an institutional performance appraisal system to monitor institutional accomplishment against set curricular objectives and goals. Perhaps what is needed is setting up of a monitoring wing within each teacher-training institute, under the administrative supervision of the federal regulatory body, to monitor, ensure and assist with quality control. This wing among other things would also drive the institutional management to regularly introducing new and cutting edge teaching techniques for teacher training.

There is also a consistent demand from the teacher educators to form a separate cadre for them and give due recognition to their roles. This would also prevent pointless transfers of teachers to government schools where they are not as beneficial as in their core area of expertise as trainers.

10. ***Infrastructure:*** Most of the teacher training institutes throughout the country are in dire need of repair and modifications. In order to provide a decent working environment for both teacher educators and trainees alike, a nationwide renovation of the institutes should be undertaken. As part of these exercise science labs, teaching materials, aids and IT equipment should be upgraded and/or made available²¹.
11. ***Supply of Textbooks and Teacher Resource Material:*** All teacher-training institutes complain of insufficient allocations for procuring quality textbooks, teacher learning references, resource materials, library books, education journals and other required supplementary materials. The MoE should allocate sufficient funds to the institutes so that they can be able to procure items according to their

²¹ Detailed recommendations on Infrastructure, Organization and Instructional Capacity are available in Furniss, 2005.

needs. Donors should also come forward and help the institutes overcome some of these constraints as part of their assistance in improving teacher education (AED, 2006). It is also pertinent to note here that well designed teachers manual in developing countries accompanying a text book were found to be more effective than poorly trained in-service teachers (Idara-e-Taleem-o-Aagahi 2006).

12. ***Refrain from Exceeding the Capacity:*** Some training institutes admit far more students than they are allowed or can easily accommodate. This has the effect of straining the resources, which eventually leads to deterioration in the quality of education imparted. Institutes should refrain from such practices of over enrolment (AED 2006).
13. ***Non-Formal Teachers:*** With regard to non-formal teachers, teachers themselves have recommended: (i) a revision of their pay scale; (ii) recruitment of local teachers to overcome the challenge of absences; (iii) recognition and certification by GoP so that they can have both equivalence and recognition; and (iv) equal opportunities of trainings in a systematic and organized manner (Idara-e-Taleem-o-Aagahi 2006).

Conclusion

A review of the history of educational planning in Pakistan depicts that establishing targets, lamenting the failure to achieve the same, and setting new targets with unqualified optimism has been a continuing trend by the GoP. Over the past decade, the country has been well advised of the challenges faced by the public teaching system and its provision for TPD.

While many donors are focusing their funds on TPD, the effort appears to be supply driven, motivated by the belief that the government is undertaking sufficient efforts in improving the quality of education through TPD. The focus of a majority of these programs has been on addressing the symptoms of the problems rather than on addressing the root causes. A plethora of recommendations exist, made by government line departments, donor agencies, head-trainers and teachers themselves. These have been collated here in order to be drawn upon by the Strategic Framework for TPD in Pakistan.

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Annexure

Annex I

Brief note on the teacher workforce in Pakistan

Public Sector:

The capacity constraints of the TT framework in the country are compounded by the sheer size of the teaching cadre. Approximately **629,674** teachers are currently serving in the country's public sector education institutions.

- **Punjab** accounts for 47.43 percent of the total, with 298,665 teachers employed in the province;
- The **Sindh** teaching cadre is 139,959 (22.22%);
- **NWFP's** cadre is 97,173 (15.43%) strong;
- **Balochistan's** cadre comprises of 40,551 (6.43%) teachers
- **AJK** employs 23,594 (3.74%), FATA's teaching cadre's strength is 18,442 (2.92%),
- **FANA's** strength is 4,942 (0.78%), while ICT's cadre comprises 6,348 (1%) teachers

(Shami et al., "Pakistan education" 2005; Kardar 2005).

The change in the size of the teaching cadre shows an interesting pattern along a time line. The number of public sector teachers grew steadily from independence till the end of the 1980s. The largest increase was witnessed from 1979-80 to 1989-90, when the cadre's strength increased from 364,687 to 696,911 (Ministry of Education, "Facts and figures" 2004). Thereafter, a decline in the teaching workforce has taken place, bringing the number down to the current level (629,674).

Disaggregating the teaching force by levels of schooling reveals that primary schools house half of the total teaching cadre. They account for 314,712 teachers (Shami et al., "Pakistan education" 2005). Middle schools employ 109,327 teachers (Shami et al., "Pakistan education" 2005). High schools house 162,430 teachers in total, while 23,849 teachers are employed in the higher-secondary schools (Shami et al., "Pakistan education" 2005). Females account for 36.12% of the total teaching force at the primary level. The percentage is 47.94 % for the middle school level, 32.5 % for the high school level, and 39.07 % for the higher-secondary level. A further disaggregation confirms that Punjab employs substantially higher number of teachers at all levels of schooling than the other provinces/regions (Shami et al., "Pakistan education" 2005).

Table 1: No. of teachers

Province District	Teachers				
	Overall	Primary Schools	Middle Schools	High Schools	Higher-Sec Schools
Pakistan	629674	314712	109327	162430	23849
Punjab	298665	126964	67042	85406	10338
Sindh	139959	95331	9492	28704	5255
NWFP	97173	57292	12199	18992	5310
Balochistan	40551	16150	8573	12107	
AJK	23594	4334	6810	9550	978
FANA	4942	2232	1038	1672	
FATA	18442	10547	3548	3941	165

ICT	6348	1862	625	2058	1803
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Source: Shami et al., "Pakistan education" 2005; Kardar 2005

Almost all (99%) teachers employed have an academic qualification. Moreover, majority of the teachers in the public sector have received some form of training. The following table reflects the proportion of trained teachers in the public sector.

Table 2: Percentage of Teachers (Public) with Professional Qualification

Professional Qualification	Total	Female
PTC	37.3	41.5
CT	12.3	12.8
B-Ed	17.4	18.0
M-Ed	5.1	4.0
Other Trained	11.1	10.1
Untrained	1.1	1.0
No Information	15.6	12.3

Source: Shami et al., "National education" 2005

According to the Pakistan Education Statistics 2003-04, the country's pupil to teacher ratio stands at 29 pupils per student. In Punjab, the ratio is slightly higher at 31, and in NWFP it is still higher at 33. For Sindh the ratio stands at 25, while for Balochistan it is 22 (Shami et al., "Pakistan education" 2005). Notwithstanding, non-governmental reports such as the UNDP Human Development Report has suggested a much higher pupil to teacher ratio for the country. In 2000, the Report put Pakistan's pupil to student ratio at 44, which compared unfavorably with most other regional countries (United National Development Program, "Human Development" 2000).

Table 3: Pupil Teacher Ratio, 2000

Country Name	Percentage
Afghanistan	43
Bangladesh	57
Bhutan	41
India	40
Iran, Islamic Republic	25
Maldives	23
Nepal	37
Pakistan	44
Sri Lanka	-

Source: UNDP, Human Development Report 2000

Pakistan's pupil to teacher ratio is the highest at the primary school level. The ratio stands at 33 (Shami et al., "Pakistan education" 2005). At 22, the ratio for middle schools is the lowest (Shami et al., "Pakistan education" 2005). For high schools and higher-secondary schools, the ratio stands at 26 and 27 pupils per teacher respectively (Shami et al., "Pakistan education" 2005). Among the four major provinces, the primary schools pupil to teacher ratio for Balochistan is the lowest at 27 (Shami et al., "Pakistan education" 2005). The highest ratio is NWFP's with each teacher, on average accounting for 40 students (Shami et al., "Pakistan education" 2005). For middle schools, Balochistan has the lowest ratio at 13 while Punjab's ratio at 25 is the highest (Shami et al., "Pakistan education" 2005). At the high school level, Sindh

performs the best, with each teacher on average accounting for 19 students (Shami et al., “Pakistan education” 2005). To the contrary, in Punjab, the ratio is as high as 31 (Shami et al., “Pakistan education” 2005). For the higher-secondary schools, Sindh has the lowest ratio at 24 while Punjab’s ratio remains the highest at 33 (Shami et al., “Pakistan education” 2005).

Table 4: Pupil to teacher ratio

Province District	Pupil to Teacher Ratio				
	Overall	Primary Schools	Middle Schools	High Schools	Higher-Sec Schools
Pakistan	29	33	22	26	27
Punjab	31	34	25	31	33
Sindh	25	28	17	19	24
NWFP	33	40	14	23	26
Balochistan	22	27	13	20	
AJK	24	37	22	18	18
FANA	30	36	28	22	
FATA	27	31	18	22	27
ICT	25	42	64	11	7

Source: Shami et al., “Pakistan education” 2005

Private sector:

In the private (non-government) sector, the teaching cadre is burgeoning. In 2002-03, the private sector (excluding non-formal education, NEF teachers and NCHD teachers) constituted an 86,240 large teaching force at the primary level, 66,901 (77.57%) of which were female (Ministry of Education, “Facts and figures” 2004). The figure for middle schools is 126,900, 92,600 (72.97%) of them being females (Shami et al., “National education” 2005). At the secondary level, the private sector teaching cadre strength is 107,457, 76,615 (71.3%) of which are female (Ministry of Education, “Facts and figures” 2004).

The above provides an interesting contrast with the trend in the public sector. While the majority of teachers in the public schools are hosted at the primary level, in the private sector the number of middle and secondary school teachers is higher than that for primary schools. Another major difference is the gender composition, which heavily favors females in the private sector but males remain dominant (in terms of numbers) in the public sector.

Data on non-government schools in NWFP only partly confirms to the private sector’s national level statistics. A total of 51,692 teachers are employed in the province’s private sector, with the number of middle school and high school teachers being much higher than that for primary schools (Directorate of Schools & Literacy, “Statistical Report” 2005). However, unlike the national average, females do not dominate NWFP’s private sector education. Apart from the primary level, where females account for 51.91% of the total cadre, males have a slightly higher representation than females at the middle, high, and higher-secondary levels (Directorate of Schools & Literacy, “Statistical Report” 2005). The pupil to teacher ratio for NWFP private schools stands at an impressive 16.65 (Directorate of Schools & Literacy, “Statistical Report” 2005).

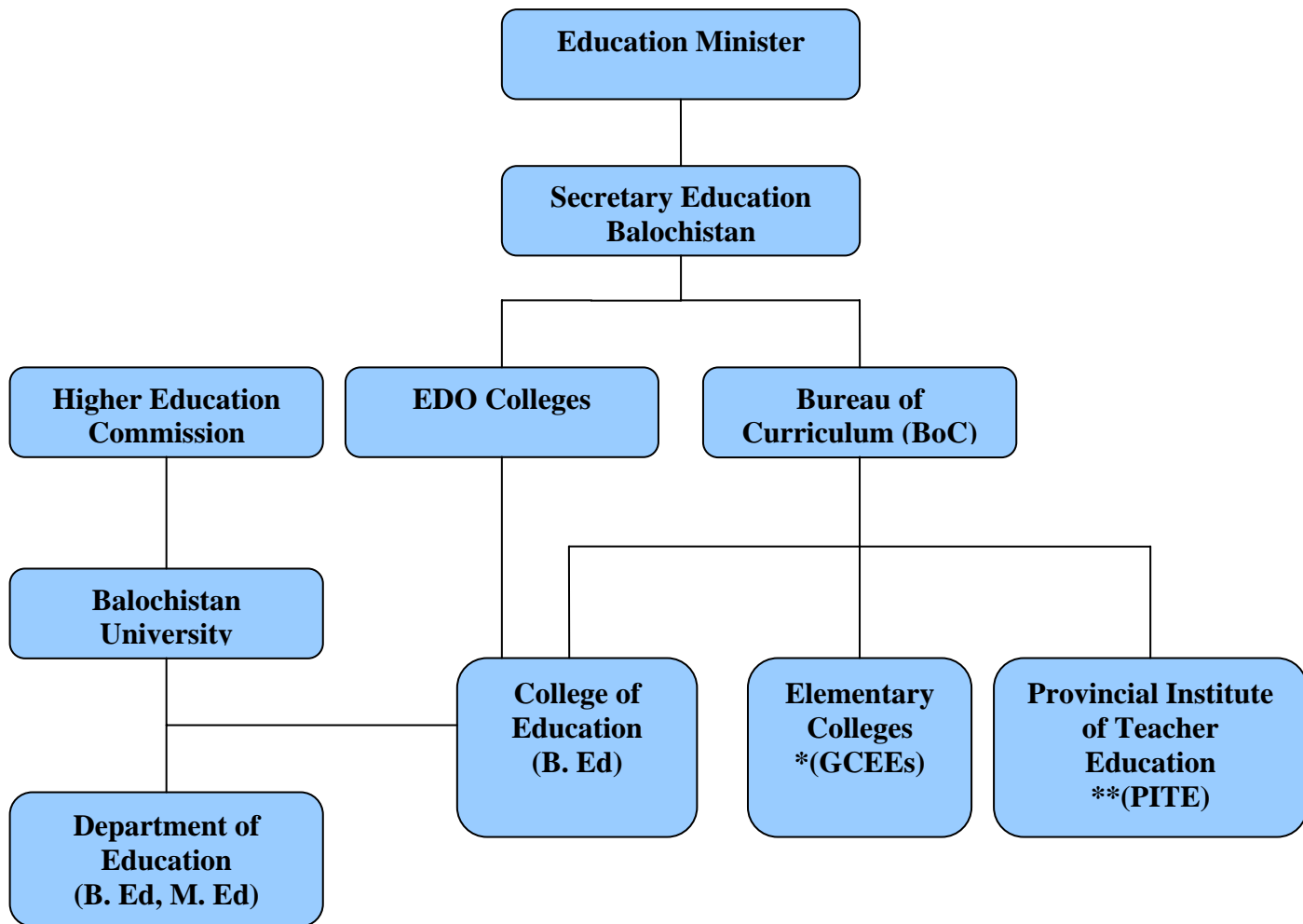
Table 5: No. of teachers in non-government schools in NWFP

Schools	Male	Female	Total
Primary Schools	5254	5672	10926
Middle Schools	8998	8415	17413
High Schools	9838	7667	17505
Higher School	2978	2870	5848
Total	27068	24624	51692

Source: Directorate of Schools & Literacy, "Statistical Report" 2005

Annex II
Provincial Organisation charts for Teacher Professional Development in
Pakistan

BALUCHISTAN

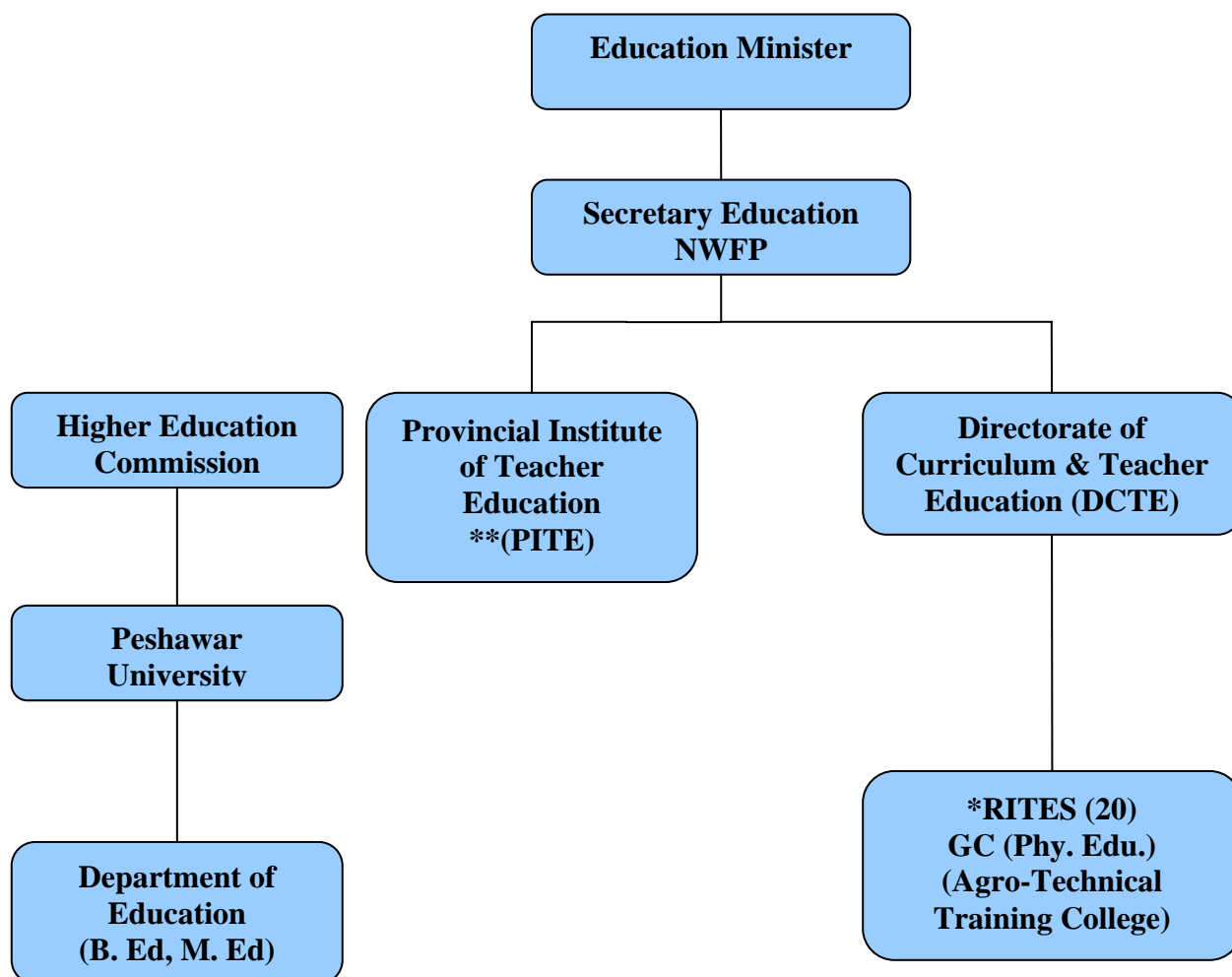


* Government College of Elementary Education (Pre-service teacher training)

** In-service Teacher Training

Source: AED, 2006

NWFP

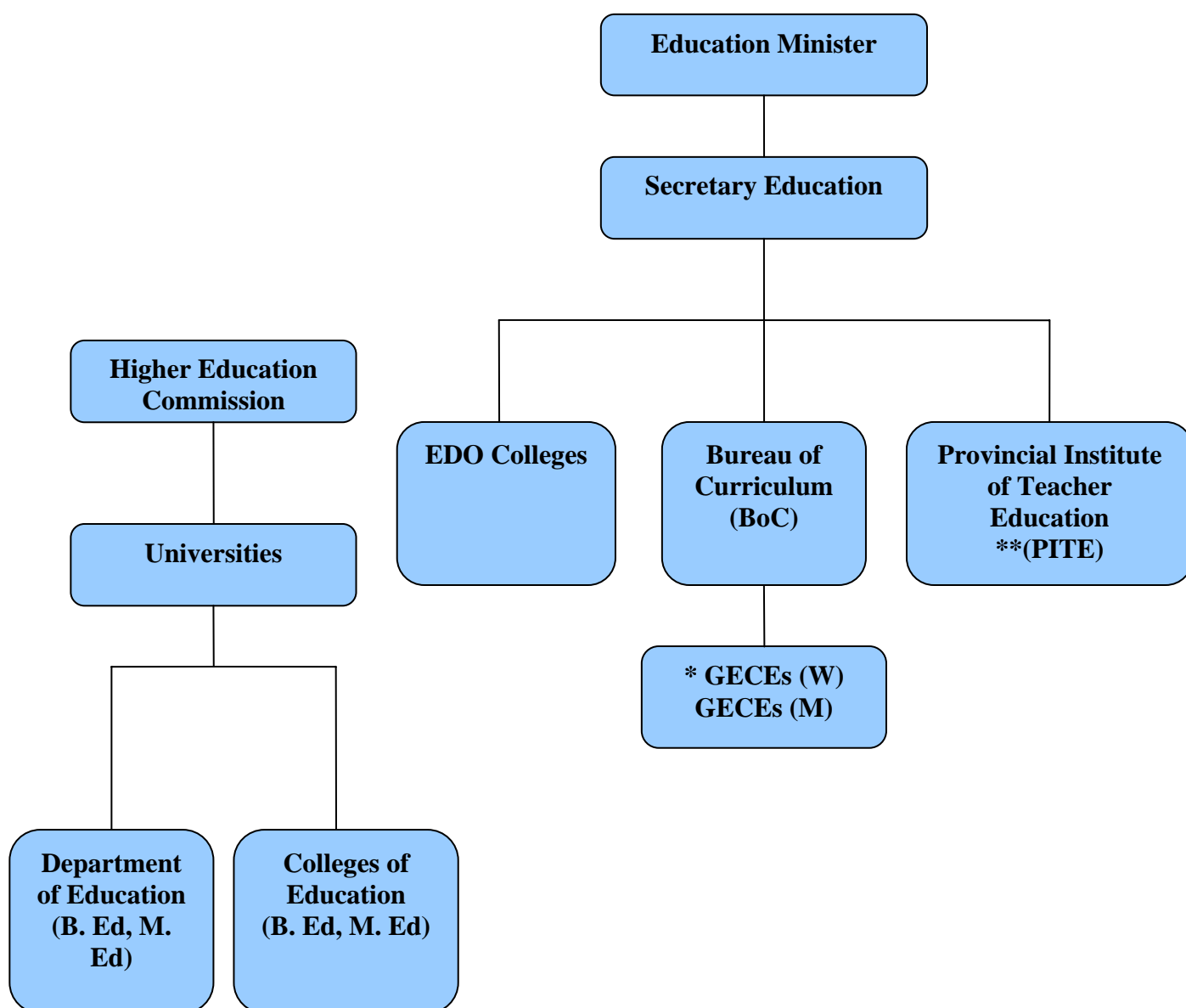


* Regional Institute of Teacher Education (Pre-service teacher training)

** In-service teacher training

Source: AED, 2006

SINDH



* Government Elementary College of Education (Pre-service teacher training)

** In-service teacher training

Source: AED, 2006

Annex III

Case Study 1: The Teacher Development Management System in Uganda

The government of Uganda embarked on a massive revamping of its education system in 1986 after years of political and social turmoil had degenerated the quality of education in the country. After extensive planning, research and policy analysis the government initiated the Primary Education Sector Reform Program (PERP) in 1992. At the center of this reform was the Teacher Development and Management System (TDMS) with five core objectives: to raise the level of the trained and untrained teachers through a needs assessed training, provide refresher courses to certified teachers and heads of schools, effective administration of resource centers that serve as focal points for providing outreach assistance to teachers, connecting the primary schools to primary teacher colleges, the communities and relevant government departments; and lastly to try to synchronize the various reform projects like universal primary education and encouraging more girls to enroll in schools.

As a result of undertaking this initiative, Uganda has tremendously improved the quality of its primary education, made it more accessible to its population and has so far successfully sustained its progress.

To prepare for the TDMS, the following initiatives were first completed:

- A teacher headcount was begun to establish how many teachers were actually around
- Induction and competency tests were administered to teachers to ascertain their initial training requirement
- A revision of the curriculum and preparation of self-study materials were developed for in-service training
- Setting up of the TDMS secretariat
- Training of teacher educators of Primary Teacher Colleges (PTCs) and Coordinating Center Schools (CCSs)
- Groups consisting of 18 schools each were created to be placed under the PTCs

The Institutional Structure

Under the TDMS, there are 23 main Primary Teacher Colleges (PTCs). In addition to providing pre-service and in-service trainings, these colleges supervise and assist a network of 539 outreach resource centers, also known as coordinating center schools. An outreach staff of teacher trainers, called coordinating center tutors (CCTs) are based at each of these resource centers, with each resource center serving upto 20 primary schools in its designated zone.

The CCTs lie at the heart of the TDMS and have the central responsibility of mentoring and assessing headmasters of their assigned schools, training and supporting of the staff, conducting seminars and workshops on effective teaching techniques; school management; supporting and guiding community mobilization volunteers, parent teacher associations and school management committees.

Transforming the Teacher Training Colleges

In order to make this model work, the primary teacher training colleges required a major overhaul. The old network of 96 inefficient training colleges were converted into 23 highly streamlined colleges supporting their respective school groups, successfully upgrading teacher knowledge and skills and spreading their services. Instead of teachers coming to the primary teacher training colleges for their pre-service and in-service trainings as before, now the training came to them with the increased outreach of the coordinating center tutors as well as the teacher educators based at the PTCs visiting and monitoring the performance of various

school clusters. The exchange of trainees and tutors back and forth made the process more productive and created a strong team spirit about the whole effort.

The reasons behind the success?

A combination of factors with a solid commitment from the government led to this turn around in the uplifting of the primary education in Uganda.

1. Interministerial collaboration and planning
2. Emphasis on implementing a program rather than a project
3. Step by step implementation with side by side institutional reforms
4. Assistance from teachers, parents and students
5. Concentrating on child learning first
6. A tenfold increase in salaries from 1992/93 to 2005 for qualified teachers

Financial Sustainance

The Ugandan government has ensured its support of continued assistance to the program by adopting the Medium Term Budgeting Framework. As part of the MTBF, the government commits allocations for a five year period to the education department on the basis that the ministry would fulfill its objectives for utilization of the budget. As a result, the reform has been institutionalized with the MTBF ensuring that the reforms will be given the required support to sustain it. This has caused the government to increase its capacity to cater to increasing needs of the program and be prepared to take control in case the donor support dries up.

Achievements

More than 5000 untrained teachers were enrolled in the in-service training program. By early 1999, 3500 had already completed 3 years of training and appeared for their certification exams. The period (1993-2003) witnessed some welcome changes in the quality of education. There is now an improved teaching and learning environment, improved teacher attendance, integration of the pre-service and in-service training programs for maximum teacher development, a curricula tailored to the demands and requirements of primary schools and PCTs, greater pupil participation, commitment and support from the relevant stakeholders especially the communities; better managing and planning capacity; and an acceptance of the need for continuous teacher professional development nationwide, which has led to an expansion of the program and its services.

Case Study 2: The Reform of Pre-Service Primary Teacher Training in Guinea (FIMG)

The Republic of Guinea launched the much needed reform in 1998 in reply to the increased demand for primary school teachers, projected at 2000 for the year 1998. The country's current 8 training colleges (referred to as ENI in French) had a yearly output of nearly 200 teachers per year. To overcome this shortage without compromising on quality, the government embarked on this ambitious project with monetary assistance from the World Bank.

The existing set-up of teacher training had low productivity and high unit costs per head; the teacher trainee/teacher educator ratio being 10/1. With this as a baseline, the project intended to produce 6000 teachers in the next 3 years without low per head training cost and maintaining training standards.

The Approach

The solution to the problem was the design of a two year model (with the French acronym FIMG) that had two concurrent teacher training programs running in tandem. One was known as the short-cycle or emergency training. The other being the long cycle, referred to as the long training program. Entry criteria was 10 years of basic education for the short cycle and 12 years for the long cycle program.

The short cycle of the program comprised of 3 stages:

- (i) 3 months of theoretical training at the ENI
- (ii) 9 months of practical training – with assignment to a regular class
- (iii) Another 3 months of theoretical training

The long cycle comprised of 2 stages:

- (i) 9 months of theoretical training at the ENI
- (ii) 9 months of practical training – with full responsibility for a class

The theoretical part of the training emphasized on building strong content knowledge of the fundamental subjects: mathematics, science & technology, french, and the humanities) including educational psychology. Practical training was undertaken by the trainees at selected primary schools under the supervision of pedagogical advisors, a host teacher and school head. Subject courses at the ENI were taught by the teacher educators.

The program followed a policy of placing several trainees at one selected school so that they could learn from each others experiences and form a peer support structure for themselves.

The Result

The new program successfully produced 7,162 new teachers from August 1998 to June 2003. 37% of these new teachers comprised of women. On an annual comparison, the program produced 2,496 teachers per year as compared to nearly 200 before. The training cost per head was calculated to be approx. US \$ 677. All in all the ENI turned out 7 groups of teachers (3 on the short cycle and 4 on the long cycle). The new teachers performance was evaluated by a survey conducted in 2002. The survey intended to compare the performance of the first two groups of teachers of the new program with those of the older teacher training program. Students of grades 2 and 5 (totalling 2,880) were given two written tests (french and mathematics) at the start and end of the school year. The following was the outcome:

- Students of grade 5 taught by FIMG graduates scored higher on the tests than those taught by graduates of the previous training program
- Students of grade 2 taught by FIMG graduates scored lower (though very close) on the tests than those taught by graduates of the older program
- On the whole, students of FIMG graduates showed a better performance on the tests than students taught by the graduates of the non –FIMG program
- On another account, students who were taught by the 2nd FIMG group had a higher score on the tests as compared to students taught by the 1st FIMG group as well those taught by the non-FIMG group

The survey presented the conclusion that the performance of the FIMG graduates was as good as the performance of the non-FIMG programs, if not better. It also brought forth the finding that there was an improvement in the quality of the graduates from the first batch to the second.

It was also concluded that for candidates with higher entry level requirements and concentrated focus on developing their practical teaching skills, the more avid learners among those could be trained in a shorter period of time with reduced unit costs than before.

Annex IV

**Annual Confidential Report Forms
Pakistan**