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for Education

TEACHERS IN THE ASIA- PACIFIC

CAREER PROGRESSION
AND PROFESSIONAL
DEVELOPMENT

UZBEKISTAN | MONGOLIA | REPUBLIC OF KOREA | SAMOA
FIJI | PAKISTAN | SRI LANKA | INDONESIA | PHILIPPINES

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Contents

Acknowledgements	vi
Foreword	vii
Executive summary	1
Introduction	5
Background	7
Country summaries	13
Key findings	16
Career pathways	16
Professional development	22
Career guidance	25
Incentives	26
Promotion	28
School leadership	32
Gender	34
Conclusions	36
Career pathways	36
Professional development	37
Career guidance	37
Incentives	38
Promotion	38
School leadership	39
Gender	39
Factors affecting teacher motivation and retention	39
Recommendations	41
Future research	44
Bibliography	45

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Foreword

AS THE NEW EDUCATION 2030 Agenda is implemented and initiatives are launched to improve the quality of education, teachers will undoubtedly be central to the success of any efforts. However, despite wide recognition of teachers' importance in ensuring children have the necessary skills and competencies for the twenty-first century, many countries have not yet given teachers the support they require, and in some countries there has been a noteworthy decline in teachers' social status.

The joint committee that reviews the implementation of the UNESCO and ILO 'Recommendation concerning the Status of Teachers' noted in its 2012 report that there is a trend towards 'disregarding teaching as a profession, which has resulted in the deprofessionalization of teachers'. This is a very serious concern that requires concrete action from stakeholders at all levels and a fundamental shift in policy vision on how we view teaching as a profession.

We clamour to raise the bar of student achievement, so it is only fitting to do the same for teachers. This regional report, which is based on the findings from nine country case studies, emphasizes that if we want teachers to meet the education needs of twenty-first century learners, we must support them in their professional development and provide them with career options suited to their areas of expertise.

This publication is the second in a series of reports on teacher status that provide up-to-date information on the current situation of teachers in the Asia-Pacific region, and valuable insights for policy-makers, teachers, development partners and other stakeholders. It is hoped that this report will initiate policy dialogues within Member States and will lead to positive actions to advance the status of teachers, our nation builders.



Gwang-Jo Kim
Director
UNESCO Bangkok



Executive summary

IT IS WIDELY RECOGNIZED THAT “Effective teachers constitute a valuable human resource for schools – one that needs to be treasured and supported” (Darling-Hammond, 2003, p. 7). Governments across the Asia-Pacific region are aware that attracting and recruiting the best candidates into the teaching profession is critical to achieve high quality teaching and learning in schools (UNESCO, 2014b; Darling-Hammond and Lieberman, 2012), and that retaining these motivated teachers is vital. In many nations, however, rapid expansion of education systems, often as a result of the push to achieve universal access to primary education, has led to the recruitment of teachers who are poorly qualified and trained (UNESCO, 2014a) which has hampered progress on quality of education outcomes. Worse still, good teachers are leaving the profession, due to the profession’s unattractive salaries and low status in society.

In 2015, the UNESCO Asia and Pacific Regional Bureau for Education (UNESCO Bangkok) coordinated a study to review the status and rights of teachers in eight countries¹ in the Asia-Pacific region. The report of that study recommended that Member States improve the status of the teaching forces. In particular, the report recommended making the necessary changes to provide teachers with better working conditions and attractive and clear career pathways, so as to encourage them to remain in the teaching profession, and motivate to develop their skills so as to raise the quality of teaching.

For the 2016 study, nine countries took part in this follow-up study, including seven of the eight countries that were involved in the 2015 review: Indonesia, Mongolia, Pakistan, the Republic of Korea, Samoa, Sri Lanka and Uzbekistan. Including the Philippines and Fiji in the 2016 study allowed the researchers to engage in a broader exploration of the issues.

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1 Cambodia, Indonesia, Mongolia, Pakistan, Republic of Korea, Samoa, Sri Lanka and Uzbekistan

The countries were chosen to reflect the diversity of the Asia-Pacific region, both in terms of geography and the countries' education systems. By region, the countries involved in the 2016 study were:

- Central Asia: Uzbekistan
- East Asia: Mongolia and Republic of Korea
- Pacific: Samoa and Fiji
- South Asia: Pakistan and Sri Lanka
- South-East Asia: Indonesia and Philippines

The study was primarily desk-based, involving the collation and examination of documents from a variety of sources in each of the nine countries. Where feasible, a questionnaire was given to teachers; case study researchers from the Philippines, Sri Lanka, Mongolia, Pakistan and Indonesia, also conducted interviews with teachers, principals and other educational personnel.

Guided by the 1966 ILO/UNESCO Recommendation Concerning the Status of Teachers, which looked at different aspects of the teaching profession, seven categories were developed to form a framework to analyse the data. These categories were: (1) career paths, (2) professional development, (3) career guidance, (4) incentives, (5) promotion, (6) school leadership and (7) gender.

The study focused on the types of career pathways currently available for teachers in the nine countries. It also investigated how professional development is linked to career progression; the extent to which teachers receive career guidance; the incentives used to reward good practice and additional responsibilities; the types of promotion opportunities open to teachers; the support provided by principals to teachers in terms of their professional development and career

advancement; and the extent to which the issue of gender affected career development.

Career pathways

A key issue that emerged in many of the country case studies was the lack of alternative professional pathways for teachers' career progression. Generally, promotion opportunities tend to be hierarchical and linear often leading out of the classroom to become a vice principal or principal, or move into administrative roles within the ministry of education, at the local or national level.

In some countries, however, teachers are able to follow alternative career paths, as in the Republic of Korea and in the Philippines, where there are two distinct pathways that teachers who wish to advance their careers can follow. The 'administrative' path allows them to become a principal, while the 'master teacher' path allows them to take on leadership responsibilities while remain actively involved in classroom teaching.

Professional development

Although professional development (PD) opportunities are made available in some form to teachers in each of the nine countries, the nature, frequency and quality of PD varies considerably among them. In some cases, compulsory PD is provided on a regular basis, but the programmes are sometimes centrally planned, formalized and prescribed, which do not necessarily cater to the teachers' interests and preference for developing certain relevant skills. Although all countries recognize PD as an important part of developing a teacher's career, only two countries: Republic of Korea and the Philippines link participation in

accredited PD courses to developing teachers' individual career progression.

Career guidance

Some of the countries covered in this study provide career guidance. For example, in the Republic of Korea and the Philippines, teachers develop individual career plans with the support of supervisors. In other countries, however, guidance concerning a teacher's career is often sporadic or non-existent.

Incentives

Most of the countries in the region offer incentives to teachers. In some cases, teachers receive salary supplements as recognition for assuming extra responsibilities or for working in challenging settings. In several countries, awards are given, whether in the form of a gift, a financial bonus or a certificate, in recognition of good teaching practice and contributions to the life of the school. Some countries also offer financial incentives for teachers to become certified, as in Indonesia, or offer incentives to upgrade their academic and professional qualifications as these lead to higher salaries and further opportunities for promotion (usually outside the classroom). However, few countries offer teachers incentives to remain in the classroom.

Promotion

Each of the country case studies indicated that promotion opportunities are made available to teachers, and in most cases the process



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is transparent. In some countries, however, promotions are little more than grade increments in tandem with the length of service in education. In other cases, opportunities for promotion are limited by a fixed number of positions within a school or a job grade. In most countries, promotions require teachers to undertake managerial and administrative tasks that reduce or remove their engagement in the classroom. Only the Philippines and the Republic of Korea have introduced alternative promotion opportunities.

School leadership

All of the countries studied have clearly-defined roles for principals and other senior administrative staff. In most cases, principals' tasks include managerial and administrative duties, teacher evaluations and staff appraisals. The study found that when school principals are proactively involved in developing their staff, including supporting teachers in a range of PD activities, fostering a positive learning environment and providing opportunities for them to take on added responsibilities, there is increased work motivation and satisfaction. This contributes to greater teacher retention and raises in the quality of education.

Gender

In many countries, schools are predominantly staffed by women, particularly at the primary level. Most countries have more men than women in leadership positions, or equal in number. Mongolia is an exceptional case in that it has more women than men in the position of principal. In other countries, for example in Pakistan, men outnumber women at all levels of education as a result of social norms that limit opportunities for women to gain an education.

Recommendations

The following recommendations are suggested in the hope of initiating policy dialogue and reforms that support attractive and sustainable career pathways for teachers.

- Establish viable, multiple education career paths that enable excellent teachers to maintain active engagement in the classroom, while allowing them to assume leadership roles directly related to their areas of expertise.
- Accredite PD providers and courses, and match training programmes to relevant roles and responsibilities, while supporting the development of individual annual PD plans that reflect teachers' changing needs.
- Enforce clear and transparent guidelines concerning the qualifications, selection and promotion criteria that are relevant to specific roles and responsibilities.
- Provide regular career guidance to teachers and school leaders.
- Provide context appropriate incentives to recognize and reward good practices of teachers.

It is hoped that the findings from this study will not only inform policy-makers in the nine participating countries, but also offer valuable insights into possibilities for deliberation by policy-makers in other countries in the Asia-Pacific region on career development for teachers. We trust that these insights will enable Member States to develop policies that will attract the best into the teaching profession and also retain them, and thereby increase the quality of education in the region.



Introduction

MANY NATIONS AROUND THE WORLD, including those in the Asia-Pacific region, face challenges in achieving high quality teaching. Such challenges include teacher shortages, low quality teacher education and the low status of the teaching profession.

For the 59 million primary-aged children globally who remain out of school (UNESCO, 2015c), education continues to be a remote dream, in part because many countries have a shortage of qualified teachers. UNESCO estimated, factoring in increased enrolment rates and a student-teacher ratio target of 40:1, that some 25.8 million primary school teachers will need to be recruited worldwide to achieve universal primary education by 2030 (UNESCO, 2015d). Of these, 3.2 million will be new teaching posts, and the remaining 22.6 million the result of attrition from reasons such as retirement, illness or job changes. Data compiled by the UNESCO Institute for Statistics (UIS) indicates that some 10.8 million primary teachers will need to be recruited in the Asia-Pacific region to achieve universal primary education by 2030 in this region, including 263,000 new teaching posts (UIS, 2015).

While recruiting more teachers is absolutely necessary, it is not sufficient to meet the Sustainable Development Goal (SDG) of 'ensuring inclusive and equitable quality education and promoting life-long learning opportunities for all'. To achieve high quality education and reduce drop-out rates, countries need qualified, well-trained and highly motivated teachers (Barber and Mourshed, 2007; OECD, 2005; UNESCO, 2015a; Bennell, 2011). But many countries face issues in attracting and retaining qualified teachers.

Factors that are considered to be vital in not only attracting the best candidates but keeping them in the profession include high-quality pre-service training and continuous professional development (Darling-Hammond, 2003; 2006; Darling-Hammond and Lieberman, 2012; Joyce and Calhoun, 2010), as well as according

status and respect to the teaching profession and professional autonomy, and having a competitive salary structure (Sahlberg, 2011; Ingvarson, 2015).

Career pathways that are differentiated and provide 'career diversity for teachers' are also viewed as crucial (Schleicher, 2012, p. 11). Indeed, an analysis of the lessons learned from outcomes of the Programme for International Student Assessment (PISA) suggests that in high-performing countries great attention is paid to enabling teachers to develop their careers (OECD, 2007). The 2013/14 Education for All Global Monitoring Report (UNESCO, 2014b) also notes that providing attractive career paths is one of the best strategies for attracting and retaining good teachers.

Studies have found that in many countries high-achieving young people are usually not attracted to the teaching profession because it is perceived to be a career of low social and economic status, with low levels of professionalization and a lack of rewarding career pathways (Park and Byun, 2015; OECD, 2014a). In many developing countries, teachers' career structures are not sufficiently linked to promotion prospects that recognize and reward teacher effectiveness (UNESCO, 2014b). And, as Ingvarson, writing in the context of Australia, argues, many high-achieving school-leavers and graduates decide not to choose teaching as a career because 'They don't see a career path that gives high status and recognition to teachers who reach high professional standards' (2015, p. 4).

A UNESCO Bangkok study (UNESCO, 2015b) was undertaken to understand better how teachers can be fully supported and motivated to stay in this noble profession, and to assist countries in the Asia-Pacific region to formulate effective policies towards this objective. UNESCO Bangkok coordinated further research in 2016 to complement the 2015 study, in particular to document and analyse current trends, gaps, issues and policies on career pathways for teachers in the region, and to provide policy recommendations regarding attracting teachers and retaining them in the profession.

Background



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THE 2015 UNESCO STUDY ON the status of teachers (UNESCO, 2015b) found that, in general, career paths were flat for most teachers in the eight countries included in the study. Often the only career pathway in the teaching profession means leaving the classroom to assume leadership and administrative roles, such as that of principal (Taylor et al., 2011).

Recently, however, a number of countries have been developing new roles and responsibilities that provide alternative career pathways and not only make teaching a more attractive career choice but help to retain effective teachers. These different career advancement models and programmes enable teachers to continue their classroom teaching while providing them with leadership roles (Natale Fisk et al., 2013). While not a new concept, providing ‘hybrid roles’ for teachers, has found growing interest of late (MetLife, 2013). This type of role allows teachers to grow professionally and expand their impact beyond the classroom by taking on leadership roles and responsibilities while retaining some classroom teaching connections, whether as instructional coaches, master teachers, specialist subject coordinators, professional development (PD) educators, and so on. The Advanced Skills Teacher hybrid role, in the United States of America, Australia, the United Kingdom and New Zealand, for example, aims to provide a pathway for experienced teachers to remain in the classroom while enabling them to share their repertoire of content and pedagogical expertise with colleagues, and develop them within and beyond their schools (Taylor et al., 2011).

These expanded roles strengthened the profession by enabling teachers to contribute to the development of the school in general and engage in innovative and effective teaching and learning practices, in turn improving student learning outcomes (MetLife, 2013; Natale Fisk et al., 2013). This shift in roles provides teachers with professional learning communities where they are able to work and plan

collaboratively with peers (Stoll and Louis, 2007; Stoll et al., 2006). It also empowers teachers to make professional development decisions that were previously prescribed, giving them the autonomy to deepen their knowledge and improve their skills with more contextual relevance. As Taylor et al. contend, there is a correlation between the 'extent to which teaching careers offer continued advancement' and 'opportunities to contribute to the quality of education' (2011, p. 85). Sustainability of the various career options and programmes is a challenge, however. Reasons include funding constraints and a lack of consistent evidence to indicate which among the various models produce significant results.

Natale Fisk et al. analysed teacher policies in high performing countries in terms of leadership roles and career paths. They found that teachers in these countries were generally the top graduates among their cohorts, and in these countries the teaching profession has a high status with relatively high salary levels. At the same time, the systems in high performing countries may differ in their approach to developing teachers' career progression, they all recognize that 'teachers' competence and expertise must be consciously nurtured – whether through formalized career paths, differentiated licensing, or professional autonomy' (Natale Fisk et al., 2013, p. 16). For example, teachers in Singapore, Shanghai [China] and Australia have more defined career paths, while the systems in Finland, Ontario [Canada] and Japan, seek to 'engage all teachers in more universally embedded systems of teacher collaboration, action research and sharing of practice' (2013, p. 16).

It is heartening to note that most East Asian countries are on the right track in terms of policy goals to attract the best graduates into teaching. The 2012 SABER report, 'Strengthening Education Quality in East Asia' (UNESCO and World Bank, 2012) found that education systems in Japan, Malaysia, Mongolia, the Philippines, the Republic of Korea, Shanghai [China], Singapore and Thailand have proposed or established policy goals in terms of attracting the best into the teaching profession. These education systems have structures that include: entry requirements that allow screening of talented individuals; attractive pay and benefits; appealing working conditions; and considerable career opportunities within the teaching profession. However, they need improvement in two areas: preparing teachers with useful training and providing strong principals to lead teachers (UNESCO and World Bank, 2012, p. 45).

Results of the Teaching and Learning International Survey (TALIS)² (OECD, 2014a) confirmed findings that indicate a clear need to improve support from school leaders. However, almost half of the teachers in TALIS countries had never received feedback from their school leaders or school management teams. Furthermore, only around a third of the teachers surveyed reported that the feedback they received on their teaching led to a moderate or largely positive change in the likelihood of career advancement. Indeed, there appeared to be little connection between formal appraisals and teachers' financial rewards, with many countries awarding annual increments regardless of the outcomes of formal appraisals.

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2 Is an international study of teachers, teaching and learning environments that aims to provide timely, comparable and useful policy information regarding the conditions of teaching and learning environment to participating countries (www.oecd.org)

A study by the Organisation for Economic Co-operation and Development (OECD, 2014b) found, however, that despite feeling unsupported and unrecognized in schools and undervalued in society at large, most teachers still enjoyed their jobs and would choose the teaching profession again.

The 2014 TALIS responses indicated a positive correlation, in some countries that participated in the study, between the principals' leadership attributes and approach, and that of the teachers' professional development and performance assessments. Indeed, the survey indicated that principals with a stronger instructional leadership attribute devote greater organizational focus in their management approach to raise the capacity of their teaching staff. They were more involved in classroom observations and in helping staff to develop their teaching capacity (OECD, 2014a). Moreover, in nine countries, principals of such leadership profile more frequently reported that they would follow-up with the teachers' appraisals by creating relevant training plans. In six countries, principals with such leadership attribute were also associated with the likelihood of career advancement for teachers after their appraisals (OECD, 2014a).

It is encouraging to see that, on average, nearly eight out of ten principals in TALIS countries and almost all principals in Malaysia and Singapore reported working on professional development plans for their school staff. Specifically, in 13 countries, the principals with higher instructional leadership attributes and dispositions were more likely than other principals to report working on a professional development plan for their teachers.

Clearly, the many and varied demands upon school leaders to develop, motivate and support their teachers' professional and career advancement depend upon a variety of factors, including their leadership capacity and approach.

The broader literature appears to suggest that, regardless of whether countries have high performing education systems or face severe challenges in developing their education sectors, if they wish to attract and retain the best candidates into teaching, consideration has to be given to developing a range of attractive career pathways.

Another issue of concern in many countries is that although the majority of teachers are female, those occupying school leadership positions are mainly male and many promotional practices tend to favour men (Moreau, 2014). The TALIS (OECD, 2014a) made the striking observation that while most teachers (in all but one country) were women, the majority of the positions of leadership in lower secondary schools were held by men. This was particularly the case in Japan and the Republic of Korea.

In her study exploring the work narratives of female principals in Hong Kong primary schools, Chan (2014) found that although the social status of women in Hong Kong had improved in recent years, persuasive 'gender scripts' limited women's career development, even among those seen as successful. The reasons for the predominance of males in leadership positions require further examination.



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Research on teacher career pathways in the Asia-Pacific region is limited, especially for non-OECD countries, hence the 2015 UNESCO study was undertaken to address that knowledge gap. The findings of a study, which examined the status and rights of teachers in the Asia-Pacific region (UNESCO, 2015b), indicated that the participating countries were committed to improving the status of their teaching forces and to providing attractive and clear career pathways to motivate and encourage teachers. That study also found that professional development is important for career progression and that school principals have a key role to play in providing opportunities and in developing a school culture that enables teachers to pursue career progression and advancement.

Study objectives, scope and methods

Objectives

The objectives of the 2016 study were to examine and analyse the following, so as to provide policy recommendations that support attractive and sustainable career pathways for teachers:

- The career pathways available for teachers in the Asia-Pacific region
- The policies and initiatives to promote and support the career progression of teachers
- The roles of school leaders in professional development and career progression for teachers

For the purpose of this study, 'career pathways' has been defined as: systematic opportunities and tracks that teachers may choose to take as part of their professional development and career advancement.

Scope

This study covered teachers working in basic education (ISCED 1 and ESCED 2) under the ministries of education in nine countries, including seven of the eight countries that took part in UNESCO's 2015 study on the status of teachers. The two new countries were Fiji, to allow better coverage of the issues faced in the Pacific Islands, and the Philippines, where new education reforms presented an opportunity to examine how efforts to increase the quality of education can be enhanced by giving attention to teacher-related issues.

The nine countries in the new study are from the five sub-regions of the Asia-Pacific region:

- Central Asia – Uzbekistan
- East Asia – Mongolia and Republic of Korea
- Pacific – Samoa and Fiji
- South Asia – Pakistan and Sri Lanka
- South-East Asia – Indonesia and the Philippines

The nine case studies capture the range of sizes of countries in the region, and the various types of education systems, from those struggling to develop their education sectors after periods of civil strife to those whose education systems consistently perform above the international average.

Methods

The study mainly used secondary research methods. Case study researchers in each of the nine countries undertook desk reviews that covered various documents, data and studies, including Ministry of Education strategic plans and policies relating to teachers; government and partners' programmes and initiatives to promote and support the career development of teachers; official documents and policies relating to the role of head teachers; and previous studies of career pathways for teachers in the targeted countries, including those that examined the role of head teachers.

Case study researchers in seven of the nine countries also conducted surveys with teachers, using a questionnaire (see Table 1). The questionnaire was distributed to female and male teachers and

principals of various ages working in primary and secondary schools, in both urban and rural locations. The questionnaire data provided details that official documents often lacked.

Researchers from Indonesia, Mongolia, Pakistan, the Philippines and Sri Lanka also conducted interviews with teachers and principals based on the questionnaire. In some instances, interviews were conducted with ministry and union personnel. For example, in the Philippines study, four principals provided detailed personal narratives about their career paths and opportunities. These stories provided rich details and offered greater insights into career paths in the Philippines.

Table 1: Survey respondents

Country	Respondents			Administration of the survey
	Female	Male	Total	
Fiji	55	56	111	The Fijian Ministry of Education distributed the questionnaire to principals who then distributed it to teachers. Around half (54 per cent) of the participants were from primary level, the remainder were from the secondary level. Participants included principals, vice principals, teachers and heads of departments.
Indonesia	11	8	19	The case study researcher sent the questionnaire to teachers with between 5 and 20 years of teaching experience in 3 provinces, both urban and rural.
Mongolia	350	82	432	The participants had varying levels of teaching experience and were drawn from three major geographical areas. The ratio of male to female participants reflected that in the country as a whole. The majority of the participants completed the survey online (only 20 completed it on paper).
Pakistan	112	124	236	The survey was administered by trained field coordinators who visited schools in each of the four provinces and three regions chosen by the country researcher. The survey was distributed equally among urban and rural, and primary and secondary schools and equally among male and female teachers. Those surveyed have taught for a minimum of ten years.
Philippines	102	65	167	The survey was distributed to 109 principals and 58 master teachers. The researcher selected three areas that represented the various types of schools.
Samoa	60	12	72	Data were gathered from two primary schools (one urban, one rural) and three secondary schools (two urban and one rural). The respondents included five principals, five deputy principals and 62 teachers.
Sri Lanka	473	260	733	The survey instruments were distributed to teachers and principals who had been selected randomly from the country's districts.

Content analysis was used to analyse the data that was generated by the nine-country case studies as this method allows the researcher to analyse large amounts of data from a range of sources (Flick, 2006; Denzin and Lincoln, 2011). By its iterative approach, content analysis enables the researcher to identify broad themes that recur in the data.

Previous research was drawn on to develop categories that provided a framework for identifying any patterns and facilitating comparison of the data (Patton, 2002). In particular, two themes that emerged from the 2015 UNESCO study were included in the analytical framework. These were: the role of professional development as it links to career progression and the role of school principals in providing opportunities and in developing a school culture that enables teachers to develop their careers. The team also selected incentives,

promotion and career guidance as categories for the analytical framework because of the role they play in helping to retain and motivate teachers, as found in previous international studies. Encouragement have taken the form of rewarding good practices and acknowledging those assuming extra responsibilities. Systemic structure for retaining teachers would include the provision of varied promotion opportunities with clearly articulated eligibility criteria and selection procedures, and guidance for teachers to map out individual career plans. During the course of analysing the data, gender emerged as another category because of the effects it has on opportunities for promotion, thus impact on teacher retention.



Country summaries

THE NINE COUNTRIES THAT PARTICIPATED in the study reflect the diversity in geography and education systems in the Asia-Pacific region.

Fiji

Located in the South Pacific, Fiji is made up of over 300 islands, although its population is concentrated on its largest two islands. It is estimated that over a quarter (28 per cent) of the population is aged between 4 and 18. Enrolment rates are high, and in recent years the Ministry of Education has focused attention on improving the quality of education (Pacific Community, 2015).

Mongolia

Mongolia, a large, landlocked nation, covering some 1.5 million square kilometres (km²), is one of the most sparsely-populated countries in the world, with almost half (45 per cent) of its population living in the capital, Ulaanbaatar. It also has a relatively young population, with about 59 per cent under the age of 30, and very high literacy rates. It has a highly-educated teaching population of over 27,000, with two thirds under the age of 39 and the majority working in government schools (World Bank, 2016a).

Indonesia

Indonesia, a vast archipelago covering nearly 2 million km², has a huge teaching force of over 3 million (2015 data), who teach over 60 million students. It spends a fifth (20 per cent) of its national budget on the education sector, and over the past decade has steadily increased the status and rights of teachers. Some localities and schools face teacher shortages for a range of reasons. There are also issues concerning teacher competencies, particularly among older teachers (Zuhdi, 2015).

Pakistan

Pakistan has a large population of over 184 million, which is made up of diverse ethnic and linguistic groups. It has a national literacy rate of 60 per cent, but there is variation between provinces, with rates being particularly low in Baluchistan (44 per cent). More than 55 million women have low literacy rates, with most of those aged 10 and above being illiterate. Pakistan's teaching force numbers over 155,000, but teaching is relatively poorly remunerated compared to other professions. Perceived as having limited career options, teaching is largely seen as the employment choice of last resort (Rehman, 2015).

The Philippines

The Philippines, an archipelago of over 7,000 islands, covering some 300,000 km², has a population of over 100 million. Education is mandatory at both the primary and secondary levels. Literacy rates are high, with female literacy higher than that for males. Teaching is a highly regarded profession.

Republic of Korea

Education is valued and teachers held in high esteem in the Republic of Korea, which has a well-developed education sector. This high status given to education and teachers is reflected in the Republic of Korea's consistently good performance in international benchmarked tests and in the large numbers of school leavers who attend some form of tertiary education. Over 90 per cent of teachers hold a first degree, while 20 per cent of primary teachers and 30 per cent of secondary teachers hold masters degrees (Hur and Kim, 2015).

Samoa

Samoa's population is concentrated on its two main islands. Education is compulsory for the primary and middle school grades, and enrolment rates have steadily increased over recent decades for both primary and secondary education. There is a shortage of teachers, particularly in specialist subject areas (Afamasaga, 2015).

Sri Lanka

Education is recognized as a fundamental right and schooling is compulsory until the end of Grade 9. Sri Lanka has the second-highest literacy rates for 15-24 years old in South Asia (World Bank, 2016b). However, there appears to be an unequal distribution of resources within the education sector, with around a third (34 per cent) of schools classified as 'difficult' or 'very difficult' because of the lack of financial, material and human resources (Edirisinghe, 2015).

Uzbekistan

Uzbekistan is a large doubly landlocked nation and Central Asia's most populous country. It has a rapidly growing population of over 31 million, with 30 per cent under the age of 15. It has high literacy rates, with mandatory and free 12-year education guaranteed by the state for all children in primary, secondary and upper secondary levels. Gross enrolment rate is 99.8 per cent (UIS, 2013). A high share of government expenditures has been allocated to the education sector. Between 2005 and 2015, the share of education in total government budget expenditures went up from 29 per cent to 33.5 per cent, a rate that exceeds for



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not only other Central Asian Republics but also in OECD countries as well. While universal access in primary and secondary levels has been ensured, the focus is now on the quality of education that also means ensuring the high level of professionalism and qualification of teachers in education system (Tashpulatova, 2015).



Key findings

TAKING A THEMATIC APPROACH, THIS section will discuss the key findings in the following sequence:

- **Career pathways:** This includes description of the current situation concerning career pathways opened to teachers in the nine countries in this study, with reference to the findings on various policies and programmes of respective education ministries, where relevant.
- **Professional development (PD):** This includes discussion on the professional development (PD) opportunities available to teachers and the extent to which these are linked to career development.
- **Career guidance:** This includes description of career guidance opportunities available to teachers.
- **Incentives:** This reflects incentives that are in place, where relevant.
- **Promotion:** This segment discusses findings on teachers' career structure with links to career guidance and incentives, with focus on the promotion structures, that includes eligibility and selection procedures.
- **School leadership:** This segment describes the roles and responsibilities of school principals in relation to the career development of their staff.
- **Gender:** This will discuss the extent to which opportunities for career advancement are affected by gender.

Career pathways

This sub-section provides an overview of the current state of career pathways for teachers in each of the nine countries participated in the study. While all of the nine countries have some form of legislation or policies in place concerning career development for teachers, they differ considerably between countries. Table 2 provides a summary of the most recent legislation and policies in each country.

Table 2: Main legislation and policies relating to teachers' career pathways

Country	Key legislation and policies	Description
Fiji	Ministry of Education Heritage and Arts Annual Report (2013) and the Education Sector Plan (2015-2018)	Both of these documents refer to the need for career paths for all teachers and education personnel.
Indonesia	Law No. 14 year 2005 (Law 14/2005) on Teachers and Lecturers	The law explicitly mentions the requirements, rights and responsibilities of teachers in Indonesia.
	Government Regulation No. 74 Year 2008 on teachers	The government regulations that mandates among others, teachers' certification program.
Republic of Korea	Elementary and Secondary Education Act (2015)	This act outlines career pathways for teachers, who can either move along the 'administrative' path or the newly-instituted 'master teacher' path.
Mongolia	31st Protocol of the Government of Mongolia (2010)	This protocol sets out clear career structures and the requirements needed for each level.
Pakistan	National Education Policy (2009)	This policy sets out clear guidelines surrounding entry qualifications into the profession and has linked career development with performance evaluation and rate of participation in in-service courses.
Philippines	Numerous policies (at least 15) have built upon Executive Order 500, issued by the President in 1978	The Order established two clearly-defined career paths for teachers: the 'master teacher' path and the 'administrative' path.
	Department of Education Order No. 7 (2015)	This, most recent, policy seeks to improve career opportunities for teachers and ensure highly competent teachers are hired.
Samoa	Salary and Career Progression Framework and Policy Guidelines for Teachers (2014)	These guidelines focus on teacher's career development and progression, including salary scales.
	The Teachers Act (2015)	This act formalises the status of the various levels of teachers and is seen as a powerful mechanism to enable a clear career structure to be developed.
Sri Lanka	Gazette Extraordinary No: 865/3 (1995), No: 966/5 (1997), No: 975/6 (1997), Sri Lanka Teachers' Service Minutes published in the Gazette Extraordinary No:843/4 (1994), No. 1885/38 (2014)	This gazette sets out the number of years a teacher must work before being considered for promotion.
	The Service Minute of the Sri Lanka Principals Service published in the Gazette Extraordinary 1086/26 (1999), No. 1885/31 (2014)	This provides details relating to the classifications of principals and their salary grades.

Country	Key legislation and policies	Description
Uzbekistan	Law on Education (1997)-2001, phase II 2001-2005, phase III 2005-2009	The Law provides the legal framework for the sector development including the issues of teachers.
	National Programme for Personnel Training (1997)	Creating a system to provide life-long learning from preschool to retirement age. This law instituted a number of provisions that seeks to make teaching a more attractive career, with a particular emphasis on increases to teacher salaries.
	National Programme for Basic Education Development 2004-2009	Strengthening of teachers' capacity at all levels (pre- and in-service) and increase of teachers' salaries.
	The Resolution on Further Development of the System of Training and Re-training of Pedagogical Staff (2006)	It specifies the requirements for the in-service teacher training system and foresees a feedback mechanism between the requirements for in-service teacher training and the monitoring of training results.
	The Presidential Decree on Measures for Further Development of the System of Training and Supply of Qualified Staff to Secondary Specialised Professional Education Institutions (2012)	This decree highlights the insufficient qualifications of school directors and teachers at academic lyceums and vocational colleges.
	Resolution of the Cabinet of Ministers "On the measures to further improve the system of retraining and upgrading the qualification of the employees of public education" No. 234 from August 15, 2014.	Improving the efficiency of retraining and raising the qualification of the employees according to the requirements of the national model of education and the gradual strengthening of material - technical base of educational and in-service training institutions.

Over the past decade, the Indonesian Ministry of Education has introduced legislation and policies that have supported its teaching force. For example, the Teachers' Law of 2005 provided clear guidelines regarding the rights and responsibilities of teachers, including the provision that teachers must hold a four-year degree and become certified by 2015. Certification not only signifies the holder as a professional teacher who has undergone a post-graduate professional training course, but also entitles the holder to an increased salary. Government Regulation 74/2008 recognizes three classroom-based teaching positions: classroom teacher, specific subject teacher and counsellor teacher; and non-classroom-based positions, such as vice-principal and principal. Government Regulation 16/2009 outlines a simplified career

structure for teachers, reducing the previous 13 levels to four: *guru pertama* (newly qualified teacher), *guru muda* (young teacher), *guru madya* (experienced teacher) and *guru tuama* (senior teacher). Within each level, there are two sub-levels, with the exception of *guru madya*, which has three, all culminating to a total of nine sub-levels that teachers can progress along in their career path. This regulation also encourages teachers to take on special duties and complementary duties.

Career paths for educators in Sri Lanka have also been rationalized in recent years, with teacher's salaries restructured to be on par with public service salaries. Each of the four grades for teachers and the three grades for principals are linked to a specific pay scale. Additional roles that teachers can undertake while remaining as classroom teachers

include subject leader, section head and teacher librarian. Once a teacher has progressed through the Sri Lankan Teacher Education Service grade levels, further career advancement leads from the classroom to administrative positions such as being a principal. Other career pathways open to teachers include: in-service advisor, working in a particular zone and providing in-service skills training to teachers; and becoming a teacher-educator in one of the colleges of education. Teachers and principals with the necessary qualifications and experience can apply for posts in the Sri Lankan Education Administration Service or become a commissioner in the examination department after qualifying through a competitive examination.

Uzbekistan's education system has seen substantial reforms since 1997, including the development of new curricula, the reorganization of ministry roles and an extensive building programme. Similarly, Mongolia's education system has experienced

many developments since the 1990s. For example, in 2008 the Mongolian government adopted a protocol that led to the development of teacher standards, improved working conditions and increased professional development opportunities for teachers. This was followed in 2010 by a national programme (Education 2010-2021) that sought to develop administrative and management staff professional capacities at each level of the education system, ensure better workloads for teachers and administrators, and bring about gender equality throughout the system. Career structures has since been clearly defined, with three main positions at the school level: teacher, training manager and principal. However, as higher positions involve increased administrative responsibilities, they take teachers out of classroom engagement. Teachers can also move into administrative and specialist positions within the district and provincial departments of education and the national Ministry of Education.

Pakistan has recognized that improvements in teacher education are crucial to improving its education system, and introduced the 2009 National Education Policy. This has brought about policy action to ensure adherence to qualification requirements in teacher recruitment by 2018. The policy stipulates that all new teacher recruited into primary teaching are to hold bachelor of education degrees, and those recruited into secondary and tertiary teaching to hold master of education degrees. The 2009 policy also addressed ways to improve the status of teachers through increase in salaries and improved transparency in teacher recruitment and deployment. The roles of unions have been developed to support such improvement measures. The ministry also



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sought to establish a performance-based reward system, linking teacher participation in accredited professional development courses to career development. A national professional teaching standards framework has been established to assess core competencies in the licensing of teachers. However, there are limited opportunities for teachers to take on leadership positions, except that of principal.

The Fijian government, in line with its aim of developing a high quality education system, has recently established the Fiji Teachers Registration Authority. The authority's main role is to monitor the qualifications of all teachers. Registering with this authority is a prerequisite for all prospective teachers. The 2013 Annual Report by the Ministry of Education, Heritage and Arts, and its 2015-2018 Education Sector Plan have articulated the need to support teachers in their career development. The focus has been on increasing the provision of professional development opportunities for teachers and administrators. This is to achieve the government's objectives of capacity development for all personnel, as part of the aim to develop Fiji into a knowledge-based society.

In Samoa, despite growing recognition of the importance of developing diverse career tracks to attract and retain good teachers, efforts to legislate and establish teacher career pathways has been hampered by differing agendas and ideas of the key players. This is exacerbated by the different stance between governmental institutions towards the Samoan National Teacher Association. The Ministry of Education, Sports and Culture recognizes and works with the Samoan National Teachers Association, but the Public Service Commission does not. The Samoan

National Teachers Association has developed a series of proposals on teachers' career and salary structures. In 2010, the ministry drew reference from the association's proposals and developed the National Teacher Development Framework, which sought to establish a variety of career pathways for teachers and administrators. This framework was not recognized by the Public Service Commission, which established its own Teachers Salary and Career Structure Framework in 2014. According to the 2014 framework, career paths remained linear, and progression means moving out of the classroom into a limited number of administrative positions either at the school or in the ministry. The recent Teachers' Act (2015) is seen as a 'significant milestone for the teaching profession' (Afamasaga, 2015) as it legalized the registration of teachers and established a Teachers' Council that will develop policies concerning the teaching profession. The 2015 Act is seen to carry the necessary weight to enable discussions that could result in clear career and salary structures for Samoan teachers.

The Philippines has established guidelines regarding career development for all teachers, including newly-qualified teachers. They detail recruitment procedures, training and development programmes and salary progression grades. These guidelines have been developed under successive policies concerning teachers' career development over the past forty years. Arguably, the most significant of these was Executive Order No. 500 (1978), which established a new system of career progression, consisting two clearly defined pathways. The first is the 'administrative' path for teachers wishing to become principals or vice principals, and the second, the 'master teacher' path to encourage good teachers to remain in the

classroom. These guidelines were revised under the 1997 legislation, enabling transfer between the two paths. More recent legislation focused on developing 'principles of merit' for career progression (Department of Education Order No. 29.s. 2002). There are numerous guidelines on the qualifications, selection and promotion of school principals and head teachers (for example, Order No. 42.s 2007 and Order No. 97.s 2011). Department of Education Order No. 7 of 2015 focused on attracting well-qualified personnel into the profession and improving employment and career opportunities for teachers.

Once teachers have reached a certain grade, they have the option of either following an administrative path to become a principal, or deepening their subject and pedagogical knowledge and skills as mentors and trainers of teachers, which lead towards being a master teacher. The master teacher position provides an alternative progression path other than the administrator path, for teachers who prefer to maintain classroom engagement. As one of the master teachers interviewed for this study explained, *'I decided to remain in the classroom ... because I believe I will be more effective and productive [in this role] to effect positive change in the lives of my students, than in supervising and administrative functions.'* The pay scales between the master teacher grades and principal grades are comparable. For example, Master Teacher 2 and Principal 1 are on the same salary scale (Grade 19), and Master Teacher 3 and Principal 2 are on the same salary scale (Grade 20).

In the Republic of Korea, the Public Education Officials Act (1954) established clear guidelines concerning the appointment, promotion, training

and retirement of teachers. However, until recently, there were only limited opportunities for career progression, with the only career advancement that would move the teacher from the classroom into administrative positions. High teacher retention rates meant that competition for these limited roles was intense. In 2008, recognizing the experienced teachers' valuable role in strengthening teaching and learning, and the need to keep them in the classroom while providing them with leadership opportunities, the ministry piloted the new position of 'master teacher' as an alternative career advancement pathway. This was implemented in 2012 and teacher career pathways were detailed in the recent Elementary and Secondary Education Act (2015). Accordingly, a Grade I (highest) level teacher with the relevant experience and training can apply to become either a vice principal or a master teacher. Vice principals with the relevant experience and qualifications can then progress to be principals. Master teachers are required to spend half of their work time teaching, with the remaining time coaching other teachers. This includes supporting teachers' instruction and research activities, mentoring newly qualified teachers, designing curricula and working closely with the principal in developing school-based professional development programmes. Master teachers also act as bridges between teachers and principals. Other pathways in teacher's career progression include taking the role of an inspector or a research specialist. Inspectors are tasked with supporting and monitoring schools in a particular district, while research specialists focus on linking policy to practice.



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Professional development

'Professional development' (PD) refers to the training that teachers receive throughout their careers to develop knowledge and skills. PD encompasses informal and formal professional learning programmes, including higher degree programmes.

PD in each country is influenced by the respective professional culture, and shaped by respective ministries' policies. PD programmes are available to teachers in each of the nine countries participating in this study, but the types of programmes available and the opportunities for professional advancement vary considerably between the countries.

Although a plethora of models are used to deliver PD (Villegas-Reimers, 2003), the most commonly-

used models in the TALIS are workshops and seminars (OECD, 2014a).

In Uzbekistan, PD is compulsory and free for teachers. In fact, the share of the budget for PD in total state expenditures for education has increased steadily between 2005 and 2012, rising from 17.8 per cent to 28 per cent. Newly qualified teachers attend their first PD training a year after qualifying. Thereafter, all teachers receive PD training on a tri-annual basis, with schools deciding who

should attend PD. PD training for general school teachers typically lasts for a period of 24 days (144 hours plus 5 hours preparation for distance learning). The curriculum is set by the ministry and updated every three to five years; depending on the education level (primary, secondary, secondary specialized and professional, higher) PD is delivered by the corresponding teacher training institutions, universities and centres under overall coordination of the Ministry of Education. PD comprises both distance learning and auditorium training.

In Mongolia, PD is also compulsory for all teachers. The Institute of Teachers' Professional Development organizes national programmes for teachers in their first-, fifth- and tenth-year of teaching. Teachers are also encouraged to attend locally-run annual training programmes conducted by accredited government and non-

governmental PD providers. These courses cover pedagogical practices and related applied skills, such as the use of information and communications technology (ICT), which are delivered via online modules and training centres for between five and ten days. Teachers are encouraged to study for higher degrees and those in administrative and management roles, or aspiring to take on these roles, can enrol in master's and doctorate programmes at the State University of Mongolia and the Academy of Management. The survey responses indicated that 65 per cent of teachers and 72 per cent of administrators who participated in the study were involved in PD activities at the time.

In the Republic of Korea, it is compulsory for all teachers to participate in PD activities throughout their careers. PD programmes are provided by designated private and public institutes, and the metropolitan and provincial offices of education are responsible for developing public PD courses and approving private PD programmes. All core programmes are first approved by the Ministry of Education.

Three main types of PD are offered to teachers in the Republic of Korea, they include 'qualification', 'in-service' and 'special' training. All teachers are required to undertake 'qualification' training, which is designated for specific positions. For example, a Grade II certified teacher (the entry grade level for teachers) is required to complete specific training before being considered for promotion to become a Grade I certified teacher. 'In-service' training covers a plethora of courses, offering programmes to further develop teachers' capacities in pedagogy, curriculum, subject knowledge, etc. 'Special' training covers the provision of support for teachers

who take sabbaticals, undertake research, pursue graduate studies and participate in workshops and conferences.

While there are high levels of teacher participation in PD activities, Korean teachers indicated there was insufficient support in the form of time and stipends to attend PD programmes, and follow-up to PD at the school level.

The recent Professional Development Master Plan (2015), among other things, sets out a plan for PD that is linked to four designated career stages: (i) newly qualified teachers; (ii) young (junior) teachers; (iii) master teachers and principals (leadership development); and (iv) master teachers and principals (instructional leadership and supervision skills). This policy emphasizes the need for greater cooperation among professional development institutes. It also emphasizes school-based PD, in response to criticisms that PD courses have not catered to teachers' classroom PD needs.

In the Philippines, PD is not compulsory but teachers are actively encouraged to undertake continuous PD throughout the course of their careers. Training and development initiatives are offered to teachers, including summer programmes delivered by master teachers and trainers from teacher training institutions, school-based courses linked to specific initiatives in a particular school, and mentoring programmes in schools. Teachers' professional organizations deliver seminars, workshops and conferences, and online courses are offered to teachers and principals through the Southeast Asian Ministers of Education – Centre for Educational Innovation and Technology (SEAMEO-INNOTECH). Teachers are also encouraged to continue their studies at

universities. Opportunities are available for teachers to undertake postgraduate studies, such as in the Department of Science and Technology of the Science Education Institute, which offers master's and doctorate programmes for teachers.

National and provincial governments in Indonesia are mandated to facilitate PD through various programmes, with the provincial and district-level governments providing the finance (Law 14/2005 and Government Regulation 74/2008). The Teachers' Law (2005) has brought greater attention to teachers' PD and recognition that PD is key to develop subject knowledge and pedagogic competence among teachers. The policy outlines the four types of competencies that all teachers should have: pedagogical, personal, social and professional. Furthermore, under the policy, all teachers should have their own professional development plan that takes into account the four types of competencies. PD can include action research programmes, government PD courses, seminars and degree programmes. However, teacher workloads affect the amount of PD that they are able to undertake. This is particularly the case for teachers who are required to undertake PD in the form of research, publishing academic papers and the development of innovative practices, in order to attain the requisite credit points linked to more senior promotion opportunities.

In Fiji, a significant development has been the Policy on Professional Development (2014), which led to the establishment of the Professional Development Unit. The unit's role is to oversee PD for teachers and administrators at all levels of the education system and the in-service training unit, which partners with various national, regional

and international agencies to deliver PD. It is an indication of the ministry's commitment to provide all education staff with relevant training that the ministry has allotted specific funding for this purpose. The ministry also produced the Learning Development Plan, which documents detailed PD records for all teachers, and provides suggestions for further training.

The main means of delivering PD in Fiji is through workshops and conferences, held at the national and local levels. These enable teachers and administrators to develop their knowledge, skills and competencies. One example is workshops run for teachers and principals on UNESCO's ICT Competency Framework for Teachers. The Professional Development Unit also encourages teachers and ministry staff to upgrade their academic qualifications. Furthermore, the unit provides administrative oversight for all staff scholarships and quality monitoring for all PD training, collecting data relating to programme evaluations and attendance. In its 2015 strategic plan, the ministry indicated its intention that all teachers should participate in 20 hours of PD per year.

In the remaining three countries that participated in this study, Pakistan, Samoa and Sri Lanka, there are various issues relating to PD. For example, in Samoa, although the upgrading of qualifications is an important aspect of PD and it is aligned to the Ministry of Education's aim of establishing an all-graduate and professionally-qualified teaching force, PD opportunities and platforms are limited and are not linked to career development. This is despite the provision of ministry-run PD training throughout the year and PD opportunities at the school level.

In Pakistan, PD programmes generally focus on upgrading teacher's competencies, particularly subject content mastery and pedagogical skills. For example, the 2009 national education policy recognized the importance of PD for teacher quality, establishing in-service programmes in provinces where they had been lacking and recognizing that all teachers should have access to PD programmes. The policy also acknowledged that PD courses should cover the (1) three key areas of content mastery, pedagogy and assessment literacies, (2) and training in foreign languages and ICT. The 2009 policy gave particular emphasis on the need to develop content knowledge and pedagogical skills among mathematics and science teachers, and improve the language skills of teachers in rural areas. However, a recent study of PD among secondary teachers in Pakistan indicated that many PD programmes have little relevance to classroom realities, many with little follow-up support. Many teachers attended these courses have been simply to receive a certificate (Aslam, 2013). A country report by UNESCO and Idara-e-Taleem-o-Aagahi (2013) indicated that while each of the provinces has undertaken various initiatives to provide PD opportunities for its teachers, there is uneven PD quality because of a vast number of in-service training providers.

In Sri Lanka, the National Institute of Education designs curricula for PD programmes, which are run by teacher centres. The ministry, provincial departments, universities and partner organizations also deliver PD training programmes. However, some of these training is often ad hoc and of poor quality, and is delivered via a cascaded model, in often cramped and ill-equipped facilities. Scant attention is paid to providing training in pedagogy.

Furthermore, many of the programmes offered by the National Institute of Education focus on post-graduate qualifications and specialized education diploma courses, rather than on practical skills and knowledge for the purpose of improving day-to-day teaching and learning processes. Several teachers noted in their survey responses that they had attended upgrading programmes to qualify them for the Diploma in Teaching, while others stated that they had attended certificate courses to expand their ICT knowledge.

Career guidance

Guidance given to inform teachers in making sound career choices ensures that they remain motivated and fulfilled at work. While numerous studies have examined the role of teachers in providing career guidance to students, relatively few have studied guidance on teachers' career management. The recent SABER report on East Asia found that most countries do not include information on career management in their databases on teachers (UNESCO and World Bank, 2012).

Some of the countries that participated in this study provide career guidance for teachers but the country reports indicated sporadic guidance that is not offered nationwide. For example, the responses from teachers to the survey in Pakistan indicated considerable variations in career guidance, depending on the province where they work. The overwhelming majority of participants from Gilgit Baltistan, (about 98 per cent), for example, indicated that they had never received career guidance. This was in marked contrast to teachers from Sindh, where most (about 80 per cent) stated they received career guidance on a regular basis. Survey data also suggests uneven provision of

guidance for teachers teaching at various levels, from 28 per cent of primary school teachers never having received career guidance, compared to over 40 per cent of secondary teachers without career guidance. Information was not given on the type or quality of guidance received.

Surprisingly, given the attention to teacher-related support in the Philippines, almost a quarter (23 per cent) of the master teachers and 26 per cent of principals surveyed responded that they had never received any form of career guidance.

In most of the nine countries that were covered in this study, the principals are responsible for the professional development of their staff. In practice, this mainly involves just conducting and writing annual appraisals of teachers. Where feedback was sought, data suggests that the role of the principals was closely linked to providing guidance on the best form of PD to help teachers improve their classroom practice. This is the case in Mongolia.

Both the Republic of Korea and the Philippines emphasize the need to develop individual career plans, but the responses to the Philippines survey suggest that principals need further training in coaching skills to enable them to offer effective and appropriate guidance to their teachers and help them develop career plans well suited to their abilities and interests. Likewise, principals in Indonesia often lack training in this area.

In Sri Lanka, there is a weak link in the coordination of teacher career development among government institutions. Indeed, in some instances, teachers appear to be uncertain in the development of their careers and unsure with regard to whom to consult. For example, a rural teacher from Sri

Lanka stated that 'The teacher education system does not provide a systematic career guidance service to teachers' (Edirisinghe, 2015). Another rural teacher asked the interviewer if there 'was any official department that could help guide our career development'. This same teacher explained his uncertainty as follows:

I am a science trained teacher. I have tried to get a transfer to a secondary school because I have been working in a very difficult school as a primary teacher since 2005. ... I haven't had any opportunity to advance in my career. With my experience as a primary teacher, I am uncertain whether I should apply for higher studies in primary education because of my teaching experience or pursue my science education.

Incentives

Most countries compensate teachers for the specific roles they fulfil based on their professional and academic qualifications and experience. A recent United States study (Dee and Wyckoff, 2015) found that there was a strong correlation between enhanced teacher performance and pay incentives. Recognizing the potential benefits of financial incentives, some countries are experimenting with this as a means to reward good practice and performing extra responsibilities so as to retain effective teachers. In Finland, for example, teachers can receive additional pay for taking on extra activities and a bonus for their overall performance as teachers (Sahlberg, 2011).

A review of the incentives offered to teachers in the nine Asia-Pacific countries participating in this

study found considerable variation among the countries. For example, in Mongolia, salaries have increased over recent years and are specified by government legislation, and linked to specific roles although there appear to be few incentives for extra responsibilities and good performance. Likewise, in Samoa there appear to be few incentives for good teachers to remain in the profession. There has been a decline in the numbers of teachers over the past 20 years, particularly in the primary sector, and this could perhaps be attributed in large part to the lack of career paths and incentives. Although there is a clear salary structure consisting of 11 categories (T1 to T11), each containing five levels, it appears that the highest a classroom teacher can progress to is level 5 in the T3 category. Indeed, over 60 per cent of the teachers, many of whom have been teaching for nearly 20 years, remain in the lowest levels within the salary structure. To progress to T4 or higher pay scale requires a move into an administrative or management role, which are limited in vacancies.

In Uzbekistan there are huge incentives to enrol in pre-service teacher education programmes, with about one third of the graduates with the highest entrance examination scores receiving full scholarships. Teachers in Uzbekistan receive a base salary, and receive salary supplements for extra activities such as marking or managing a laboratory. Furthermore, over the past few years, financial rewards, in the form of the discretionary Director's Fund, have been available to teachers who take on added duties such as extra-curricular work, and those who are recognized for quality teaching or contribution to the life of the school.

Similarly, in Fiji, incentives exist in the form of scholarships, which are available for pre-service training as well for further academic studies. Indeed, survey participants (teachers and administrators) identified the availability of scholarships has significantly helped in their career progression.

In Indonesia, the Teachers' Law of 2005 lists various ways in which teachers can be rewarded for outstanding teaching, including the conferring of 'honours', a 'certificate' and rewarding with 'money or goods' (Zuhdi, 2015). One motivation for teachers to become certified and take on additional responsibilities (e.g. becoming head of the library) is that they become eligible to receive financial bonuses above their basic salaries. The ministry also provides allowances to teachers working in remote areas and in difficult schools.

Similarly, in Pakistan incentives are offered to recognize and reward good practice. These include awards and cash bonuses for outstanding teachers and scholarships for the children of such teachers. Teachers can also receive small monthly financial incentives to upgrade their academic qualifications through evening classes. Since 2010, one incentive to encourage teachers to attain higher qualifications is to put teachers with a bachelor's degree in education on a higher pay scale. Financial incentives are provided to supplement a teacher's basic salary, and could come in the form of medical and rental allowances. Such allowances are linked to a teacher's work locality, whether it is rural or urban. For example, teachers at pay scales 9 to 15 receive a housing allowance of 30 per cent of their basic salary if they teach in a rural area or 45 per cent if they work in an urban school, while those at pay scale 16 receive a

bonus of between 2,300 and 2,700 Pakistani rupees depending upon whether they teach in a rural or urban location.

In Sri Lanka, while financial bonuses are offered to teachers who take up teaching posts in schools considered to be 'difficult', there appear to be few incentives that recognize and reward good practice. Teachers' salaries are categorized according to the Sri Lankan Teacher Service salary code, which is directly tied to professional qualifications. The government provides incentives such as study leave and travelling expenses when teachers enrol in some types of post-graduate courses. With financial incentives linked to the attainment of higher qualifications and posts, and given fewer incentives for teachers to remain as classroom teachers, it often would lead teachers to take on administrative roles in their schools.

Similarly, in Fiji salaries are dependent on the post the teacher holds. Classroom teachers' salaries fall within a specific band and annual increments stalls when the pay ceiling has been reached in that band. Teachers will remain at that pay level unless they seek promotion, which invariably leads them away from the classroom into administrative roles. There does not appear to be any incentive to reward teachers for excellent classroom practice or for taking on added responsibilities unless they take on management duties, such as being the head of a department in a secondary school.

In the Republic of Korea, teaching is an attractive career choice, with the profession accorded high status and given high salaries. Teachers who complete an advanced degree, are involved in research activities, and/or take on extra duties receive points that count towards their overall score in the training component of their work evaluation,

which is taken into consideration when they seek promotion.

Likewise, in the Philippines those entering the profession as classroom teachers have a detailed and clear salary grade progression, and there are clear salary guidelines for both the 'master teacher' and 'administrative' career paths.

Promotion

Research has shown that a key reason for the high turnover of teachers is limited career advancement opportunities (Ingersoll, 2003; McCreight, 2000). Conversely, the provision of various opportunities for promotion has been linked to retaining motivated and highly capable teachers (Taylor et al., 2011; Natale Fisk et al., 2013). This sub-section explores the various promotion opportunities available to teachers in the nine countries that participated in this study, including selection criteria and procedures, and the extent to which such practices are open and transparent.

All of the nine countries have specific requirements for grade promotion. For example, in Indonesia, the right to be promoted is instituted in Government Regulation 74/2008. Teachers can be promoted to a specific position in a school or to a position within the administration section.

In the Philippines, criteria for promotion include attendance at PD training, completion of higher academic qualifications and 'at least three years of dedicated service and excellent performance' (Bilbao, 2015). Each grade level promotion has a specific set of requirements.

Similarly, Mongolia provides teachers with clear details of the qualifications, work experience and skills required for all education positions.

To be considered for promotion, teachers must have a bachelor's degree or higher in the field of education and have a minimum of five years of teaching experience. Various skills are also required, including knowledge of a foreign language, ICT skills, problem-solving skills, the ability to work in a team, and proven leadership ability. The requirements vary, depending upon the position. The role of principal, for example, requires skills in strategic and operation planning, research and analysis, and data processing.

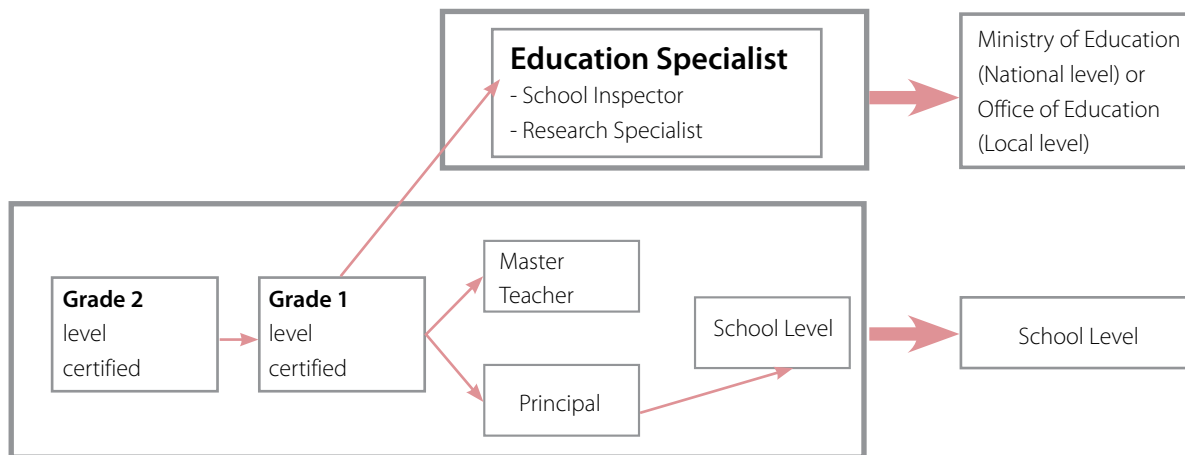
Likewise in Fiji, the criteria for promotion are clearly specified. Those seeking a promotion from the entry-level teacher position to the next level must have the required academic qualifications, and with either three years teaching experience in a rural school or exceptional appraisal reports over three consecutive years. Thereafter, promotions are linked to years of experience, requisite qualifications and excellent annual appraisal reports. Promotion opportunities follow a linear pathway, however. For example, for a teacher at the primary level, the next step is to become an assistant head teacher and after that become head teacher. Similarly, in the secondary sector, a class teacher can apply to become a head of department, then assistant principal, vice principal and principal. Each position has a teaching load, though the load varies depending on the position and size of the school. For example, in a secondary school, a head of department would teach 18 hours per week, while an assistant principal and a vice principal would teach between eight and twelve hours per week. Principals have a greater

administrative role but may still teach up to four hours a week. Teachers can also seek promotion in one of the administrative sections of the ministry, for example, in curriculum services or the divisional education offices. Thus, there is an expectation that excellent classroom teachers will seek promotion, which eventually leads them to reducing teaching time, or to completely leaving the classroom.

After qualifying, new teachers in the Republic of Korea become Grade II level certified teachers, and they then work to become Grade I certified teachers. If they wish, they can then apply to become either a master teacher or vice principal, and eventually principal. The process is illustrated in Figure 1. Teachers can also apply to become inspectors or research specialists at the Ministry of Education or local offices of education. School inspectors are usually assigned by the offices of education.



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Figure 1. Career pathways of teachers in the Republic of Korea

Source: Hur and Kim, 2015

To be considered for any promotion, teachers in the Republic of Korea need to meet certain criteria and score highly in three categories: work experience, performance and training. Work experience is allocated 70 points, performance 100 points and training 30 points, although for principals the training component is 18 points. Those with the highest scores are given priority for promotion. Where there are ties in scores, those with higher performance evaluation marks or more years of experience are given priority.

For the 'work experience' category, each grade or level requires a particular number of years of teaching. For example, the recently-introduced role of master teacher requires at least 15 years of teaching experience. The position of master teacher is for four years although it can be renewed depending on fulfilment of relevant criteria. Teachers need to have taught for at least eight years before applying to be either an inspector or research specialist.

A teacher's 'performance' is based on an annual performance review conducted by the principal, vice principal and peers. This covers areas such as a teacher's attitude, teaching capacity, classroom management and ability to provide guidance to students. A criticism levelled against this is that the weighting of administrators' evaluations is high (70 per cent) compared to those of peers (30 per cent).

Assessing a teacher's 'training' involves taking into account the teacher's scores in professional development courses, as well as any higher academic qualifications, papers published, research, and extra duties, whether in the school or community.

Sri Lanka has similar criteria for promotion. To be eligible, teachers are required to have taught for a number of years at a satisfactory level at their current grade, have

completed a specified number of training hours, passed the relevant interview examination and, for those already teaching in the higher grades, have attained higher academic qualifications.

Likewise, in Pakistan promotion is generally linked to teachers having taught for a specific number of years at a particular grade level and having attained relevant academic qualifications. For example, in the state of Baluchistan, secondary school teachers currently at pay scale 16 are required to teach for nine years at that level before being eligible to move to pay scale 17. Then it requires at least another five years to be eligible for scale 18, and a subsequent seven years to be eligible for scale 19. An interesting point to emerge from the Pakistan case concerned the unequal opportunities for promotion open to women. This inequality led to recent government legislation that aims to enable more women to enter the teaching profession.

Each of the countries has clear procedures concerning the advertisement of teaching positions. For example, in Mongolia there are clearly defined regulations for this. In Fiji, selection procedures for all positions are clearly documented and a number of procedures are in place to ensure the system is open and transparent. Indeed, the Fijian ministry has stated that it is committed to ensuring equal opportunities. In Pakistan, teaching positions are advertised in the major national newspapers and application forms are obtained either from the offices or the websites of the appointing authority. In Sri Lanka, teaching positions are advertised through the government gazette. Principals in Indonesia reported that they provided teachers with information on current teaching positions at staff meetings.

Some systems are open and transparent, but unfortunately this is not always the case. In Mongolia, although there are regulations surrounding eligibility criteria and the selection process, nearly 70 per cent of the survey respondents indicated that the system needs to be more open and transparent, citing incidents of corrupt practices and political interference in the selection process. Furthermore, in some situations promotion may depend on political affiliation. The Pakistan National Education Policy (2009) clearly states that recruitment and promotion opportunities are to be based on merit and that deployment is based on school needs, in contrast to previous practice, which was often based on a quota basis and wherein jobs were given to those with links to officials. Despite the new policy, issues persist in promotion practices across the various provinces. For example, the teacher appraisal annual confidential report process that is conducted at the school level has been criticized because the form used in the process is generic and is used for all civil servants. It does not cover specific education-relevant criteria and, more worryingly, it places pressure on those conducting the appraisals to write positive reports.

In some countries, promotion opportunities are limited. For those who wish to remain in teaching positions, promotion can be hindered by a lack of available positions for promotion within schools. This is the case in the Philippines, Mongolia and Pakistan. In the Philippines it appeared that schools were allocated a number of positions on a quota basis. Over half of those surveyed in Mongolia indicated that there were few promotion opportunities open to them. Similarly, in Pakistan there appears to be a lack of structured promotion opportunities for teachers. For example, under

the Punjab Education Roadmap, a formula was introduced allocating the percentage of teachers at each pay scale level. For example, at the secondary level, 15 per cent of teachers are allocated to pay scale 18, 35 per cent to pay scale 17 and 50 per cent to pay scale 16. Consequently, this limits who can be promoted.

Likewise, in Samoa career paths are linear, with limited opportunities for promotion, mainly because there are few positions in schools that carry additional responsibilities. The only roles open to teachers at the primary level other than assistant principal and principal are that of infant mistress or infant supervisor, while in secondary schools the only additional role is head of department. Attempts have been made to address this issue. The recently re-instated position of school inspector provides an alternative avenue for promotion, while those teachers with a tertiary degree and professional qualifications have opportunities to move into administrative roles within the ministry or to teach at a training college or university. Such positions are few and far between, however.

Opportunities for promotion can be highly motivating, as expressed by a participant in the Philippines, who described how a promotion opportunity turned a flagging career around.

I had been in a Teacher 1 position for ten years. I felt as if I was stuck, stagnating and just slowly fading away. It was as if I was surviving every day, earning my salary, and thinking of retiring still in a Teacher-1 grade. My career in teaching became boring and routine, bland and predictable. ... Then I had one of the surprises of my life when the newly-installed principal appointed me as Teacher-In-Charge

of our extension school. It was the turning point that I had been waiting for so long. It was the chance to improve myself as an educator and to grow as a professional. It was from then that I started to have a dream again.

This example of personal experience highlights how promotions can offer new hope, reenergise and renew commitment for teachers. It also shows the significant role principals can play when they see potential in their staff and provide teachers with opportunities to develop their careers.

School leadership

Principals play a critical role in fostering a positive culture amongst the teaching staff and in raising the quality of teaching and learning through the provision of regular support and mentoring of teachers (Darling-Hammond et al., 2009; Fink and Resnick, 2001).

All of the countries participating in the study have clearly-defined roles and responsibilities for principals. The study results give the overwhelming impression, however, that principals' tasks are mainly administrative and management-related, particularly in relation to financial management. For example, in Sri Lanka, although principals are involved in the delivery of school-based PD with the aim of developing the skills of teachers, information gathered in the study indicates that in practice the primary focus of principals is on administration and management, particularly on school development. This is at the expense of teachers' professional development. Likewise, in Indonesia the primary focus for principals is also on administrative tasks. Indeed, few of the survey respondents stated that it was their principal who provided career guidance,

with the majority indicating that others, either at the school or at the sub-district level, offered them career guidance. In Samoa, as in Indonesia, few (22 per cent) of the teachers surveyed indicated that they received career guidance at the school level. This is in spite of the recently-introduced Professional Standards for Principals (2014), which cover four areas including 'leading teaching and learning'. The focus of principals appears to be on management and community engagement.

In Uzbekistan and Mongolia, the training for principals focuses on their role as administrators and managers, but in practice their role is broader. In Uzbekistan, one of the roles of the principal is to regularly monitor teachers' work. In Mongolia, principals are expected to encourage and support their staff as they engage in professional learning programmes and to conduct annual evaluation exercises. This is often achieved. A teacher from Mongolia who participated in the survey noted that the school principal had been supportive of her when she was studying for a higher degree and had adjusted her teaching schedule accordingly.

Similarly, in Pakistan, principals are expected to mentor their staff in addition to performing their administrative and managerial duties. In particular, they are expected to develop the capacity of their teaching staff, enabling teachers to grow professionally and develop their careers, although it is not clear how this is carried out in practice, or the extent to which this occurs.

Likewise, in Fiji, although much of their time is concerned with administrative and managerial responsibilities, principals at both the primary and secondary levels are tasked with mentoring newly-qualified teachers, providing guidance to

their staff and helping staff with their professional advancement. The vice principal is tasked with arranging school-based professional development.

In the Republic of Korea and the Philippines, legislation provides guidelines for school principals' duties and responsibilities. In the Republic of Korea, these include supervising and instructing teachers, school administration, managing budgets (but with only a minimal role in deciding budget allocation within the school), and liaising with the local community. The responsibility for hiring teachers lies with the metropolitan and provincial offices of education. Korean principals who took part in the recent TALIS (OECD, 2014a) indicated that they were actively engaged as instructional leaders, helping teachers to develop their skills and competencies and improve teaching practices, and encouraging staff to develop better approaches to teaching and learning. Indeed, the TALIS report found they allocated more time to these activities than to administrative tasks.

Likewise, in the Philippines the duties and responsibilities of school principals include supporting the development of their staff. For example, apart from undertaking their financial responsibilities and managerial duties, secondary school principals also conduct in-service training programmes for both teaching and non-teaching staff, evaluate staff performance and provide recommendations for promotions. All of the principals interviewed in the study emphasized the importance of encouraging their staff to attend PD training and the necessity of providing opportunities for staff to further their studies, so as to help them advance their careers. As one explained, 'A critical aspect of being a school principal is

being an instructional leader. ... Indeed, leadership should be shared and distributed throughout the school'. This was echoed by another school leader who saw her role as to building 'good relationships with my teachers', pointing out that 'they need a leader who can help guide them and is someone they can trust'. She also highlighted the importance of encouragement, noting that, 'Teachers need affirmation of their accomplishments in school. The recognition for a job well done makes a positive impact on their perception of their work ... and helps in their development as teachers'.

A master teacher in the Philippines confirmed this emphasis by principals on teacher development, noting that being well-supported and appreciated by the school leaders was a key factor in helping teachers to develop their skills and further their careers.

Gender

There is much debate on why the teaching profession is gender imbalanced in favour of women in many countries. This gender imbalance is attributed to many factors, including the low social status of the teaching profession in some countries, which serves as a disincentive for men to consider as a profession; and the public perception in some countries that teaching of children is a 'female' profession, stemming from the traditional female gender role of caring for children (Commonwealth Secretariat and UNESCO, 2011).

This study saw the same gender imbalance in many countries. In most of the nine countries, the teaching profession is principally staffed by women, especially at the primary level. For example, in Sri Lanka 72 per cent of primary school teachers

are female. Similarly, in Uzbekistan 90 per cent of primary teachers are female and 70 per cent of secondary level teachers are female.

In contrast, in Pakistan there is a gender imbalance in favour of males, as a consequence of social norms and cultural barriers that have resulted in low levels of female enrolment at all levels of the education system. Although policies have been implemented in recent years that seek to enable girls to enrol in school and enable more women to enter the teaching profession, the survey data indicate that there are still very few women teaching in upper secondary schools and the teaching of mathematics and science subjects. Furthermore, there are limited roles for women in management positions and unequal opportunities for promotion.

The study found, however, that there is a fairly even distribution of males and females in leadership positions in some countries. For example, in Sri Lanka there did not appear to be any discrimination in who should be appointed to the role of principal. Moreover, in some countries women outnumber men in leadership positions. In Mongolia, for example, there are more females than males in leadership positions, not only at the school level but also in the education sector as a whole. The female to male ratio, in principal positions is 55 to 45 per cent, in training manager positions is 77 to 23 per cent, in administrator positions is 70 to 30 per cent. A recent policy on gender equality was issued in Mongolia to address this concern.

In other countries, however, efforts are being made to ensure women have the same opportunities as men to obtain leadership positions. In Fiji, for example, recognizing that more men than women

occupied senior positions, the ministry established the goal of having 20 per cent of all education leadership positions filled by women. At the primary level in Fiji, women make up the majority of teachers but only 26 per cent of the female staff are head teachers. Similarly, at the secondary level only 20 per cent of principals are women. This is mirrored in the ministry, with women holding 29 per cent of executive positions.

The Republic of Korea has seen a steady increase in the numbers of women entering the teaching profession. In 2014, 69 per cent of teachers were women. While there has been a corresponding increase in women holding administrative positions, this has not been uniform across the levels of education. At the primary level there was a dramatic increase in the number of female principals, rising from 2,455 in 2010 to 4,280 in 2014. However, at the secondary level, only 13 per cent of principals were female.



Conclusions

DESPITE THE DIVERSITY IN THE education sectors of the countries in this study, a number of common concerns emerged from this study. All countries relevant ministries have acknowledged the importance of providing ongoing opportunities for teachers to grow professionally and recognize the important role of the school principal in facilitating teacher professional growth. However, there seems to be little success in many countries in ensuring teachers have rewarding careers, particularly among teachers who wish to remain as classroom educators while furthering their careers. In most instances, there appears to be a lack of clarity, regarding career pathways for teachers.

Drawing the various strands from the country case studies together, this section will discuss the key issues that have emerged.

Career pathways

A key issue relating to career pathways is the lack of progression options available to teachers in many countries. Although most countries offer career pathways for teachers, these are generally linear in nature or the countries lack multiple options for career paths. In general, if teachers wish to advance their careers, the only option is to leave the classroom. Teachers can then either follow an administrative path to become a principal or can leave the school entirely to take up a position at a teacher training institution or in the ministry or a district or provincial department.

Only two countries in this study offer multiple career pathways, allowing teachers to continue their role as classroom teachers while taking on added responsibilities, they are, the Republic of Korea and the Philippines.

Professional development

Professional development opportunities are made available, in some form, to teachers in each of the countries that participated in this study, but an issue that emerged from the study was that PD is often equated with upgrading the qualifications of teachers rather than with improving their classroom skills. For example, in Sri Lanka, PD is often offered in terms of opportunities to study for a master's or doctorate degrees in education. Likewise, in Pakistan most teachers equated PD with upgrading their academic qualifications. Many of the respondents to the Fijian survey indicated that most of the PD they received was pertaining to leadership. While the attainment of higher academic qualifications and leadership skills often enables teachers to progress along the career ladder, such training also often leads teachers out of the classroom and into administrative positions, either in the school or in the ministry.

PD should equip teachers with practical knowledge, skills and techniques that can be used to improve teaching-learning quality. In particular, PD needs to develop teachers' subject content knowledge and pedagogical skills. And teachers should have options in choosing the PD pathways and platforms whether through school-based programmes, online modules or formal academic courses, including higher degree programmes, undertaken on a full or part-time basis. In some countries, PD programmes seek to upgrade teachers' skills and competencies but the PD training that is provided is often on an ad hoc basis, is delivered via a cascade training model that is of low quality, and has little relevance to actual classroom practices.

Most of the countries lack a link between PD and the career progression for individual teachers. In some countries it appears that PD is not directly linked to career development as there is no clear articulation of this link in policy documents. In Fiji, most respondents to the survey indicated that PD tends to focus on administrative and leadership development. Similarly, in Mongolia, teachers may not be informed of all PD options and programmes, and are unaware of their relevance to their interests. In contrast, the Philippines and the Republic of Korea have linked the completion of relevant PD courses and other training, including advanced academic qualifications, to career development.

Career guidance

Although some countries provide teachers with career guidance, the study found that there are doubts concerning its effectiveness. In Indonesia, for example, some respondents feel that insufficient information concerning career guidance is provided to teachers. In the Philippines, not all principals provide clear career guidance and some respondents believe there is a need for principals to receive training in how to mentor teachers in this area.

In some countries, little or no career guidance is available to teachers. Survey responses from teachers at both the primary and secondary levels in Punjab and Sindh provinces of Pakistan indicated that they had never received any form of career guidance. The picture that emerged from the Samoan survey indicates that teachers have a limited awareness of the role of schools in providing career guidance, viewing the ministry as the main source of information regarding their careers.

Incentives

This study found that the nine countries have differing incentive structures and approaches. The main means of recognition are certificates, which are often highly regarded. Some countries also recognize and reward teachers for excellence in teaching with a financial reward.

In some instances, incentives are provided in the form of salary add-ons, as in Pakistan where teachers receive financial supplements that increase their base wage to a level closer to those of other professionals with similar qualifications.

Some incentives are linked directly to the attainment of specific qualifications. In a number of countries financial incentives are tied to attainment of higher academic qualifications, as they qualify the teacher to be placed in a higher pay scale. Other incentives are linked to teacher certification, which also leads to financial benefits, as in Indonesia.

In some countries, teachers are also rewarded financially if they take on added responsibilities, such as managing extra-curricular activities. In general, however, there are few rewards for good practices or for taking on extra responsibilities within current positions. Indeed, in Samoa, Sri Lanka and Fiji there appear to be few incentives to motivate teachers to remain as classroom teachers.

Promotion

Each of the countries in this study offer teachers opportunities for promotion. These are often limited, however. In Samoa, for example, many teachers remain at the same pay level for ten years or more. Similarly, in Mongolia many of those who participated in the survey indicated that there were

few promotional opportunities open to them. In Pakistan, 14 per cent of surveyed teachers who had been teaching for at least ten years had never received a promotion to the next grade.

In most cases, promotion is linear and require teaching at a particular grade level for a stipulated number of years, and attaining the relevant prescribed qualifications in order to move up the pay scale. Furthermore, the majority of promotion opportunities lead to positions in the various departments of the Ministry of Education, most of which are largely administrative and managerial.

The main types of promotion within schools are those of training manager and school leaders. There are limited options for those who wish to remain as class teachers and take on added roles and responsibilities related to teaching or training. In some countries, this was simply not an option at all. Indeed, it appears that only in the Republic of Korea and the Philippines are teachers able to choose between a 'master teacher' career track or an 'administrative' path. In the Philippines, where these dual pathways are well developed, a number of levels within each track allow for career progression through different levels of expertise, therefore allowing for greater promotional opportunities.

Although there are clear rules in all of the countries surrounding the advertisement of jobs and criteria for applicants, in some cases the selection process is not always open or transparent. Indeed, in some instances political interference and corruption were cited by survey respondents as affecting the selection process, which serves to discourage teachers from applying for promotions. In other contexts, the quota system was cited as a barrier to promotion. In the Punjab region of Pakistan,

for example, a specific percentage of teachers is allocated to each pay scale grade. These barriers not only limit promotion opportunities but serve to de-motivate teachers. Indeed, it appears that creative solutions to the issue are needed, including lateral opportunities for teachers to take on further responsibilities.

School leadership

In many countries, the principal's role is primarily that of an administrator and much of their training focuses on this aspect, particularly in terms of developing them as resource managers. This is perhaps unsurprising given that many of the countries in this study have followed a policy of decentralization, with many administrative functions now carried out by provincial and district level authorities and by principals at the school level, especially for functions pertaining to finance.

In some countries, although administrative and managerial tasks take up much of their time, an important component of the principal's role is to manage the professional development of their staff. In some cases, this involves delivering training themselves while in others the principals facilitate staff participation at PD trainings, whether in the form of short-term courses; training programmes related to a specific subject, such as in the teaching of a foreign language; or advanced degree programmes. While teachers require this assistance from principals, their PD opportunities are still under the purview of the principal. In at least one case this PD approval hierarchy led to a situation in which principals were seen as 'gatekeepers', having the power to allow or deny teachers opportunities to take study leave or to undertake specific courses.

Overall, however, what this study has found is that when school leaders play an active role in supporting and encouraging staff to develop their skills and abilities, this is a motivating factor that encourages teachers to perform well.

Gender

Many of the countries participating in the study have experienced the issue of a gender imbalance in the education sector. In Pakistan, for example, although recent legislation has attempted to increase opportunities for women in teaching, the gender imbalance remains substantially in favour of men, especially in leadership positions. In Fiji, although women outnumber men in teaching positions, women are outnumbered by men in school leadership positions. Similarly, in the Republic of Korea, although there has been a gradual increase in the number of women in school leadership positions in primary schools in recent years, there remains a marked imbalance in leadership roles in secondary schools, with such roles predominantly occupied by men. In contrast, in Mongolia there are more females than males in leadership positions, particularly in the positions of training manager and school principal. The need for greater gender equality was emphasized in all of these country case studies.

Factors affecting teacher motivation and retention

An interesting issue to emerge from the analysis concerned the factors, such as a lack of career opportunities that affect teacher morale and retention. For example, in Samoa the lack of career prospects is likely to be a de-motivating factor and may be a reason for the fall in teacher numbers in

recent years, particularly at the primary level. While in Sri Lanka, the policy stipulating that teachers must work in a designated 'difficult' or remote school for a number of years is firstly seen as a de-motivating factor affecting teacher morale, and also affects the quality of classroom teaching. Moreover, this policy is viewed as a cause for increased attrition rates, particularly in cases where the prospects for promotion are few, with limited opportunities for transfers to other schools. In Uzbekistan there is no specific legislation concerning career pathways and there are limited promotion opportunities open to teachers, which may have contributed to the 7 per cent attrition rate amongst first-year teachers and 10 per cent leave attrition rate for five-year teachers. These percentages mirror attrition rates among new recruits to the profession found by other researchers (OECD, 2005; Ingersoll, 2003).

Previous studies suggest that effective pre-service education, continuous professional development, improved working conditions and attractive salaries are imperative to attracting and retaining the best into the teaching profession. This study supports the view that it is equally crucial that attention is paid to developing the careers of teachers. One of the key points from this study concerns the limited career options available to many teachers. Research suggests that many people are not attracted into teaching because of the lack of career progression and diverse pathways, many do not stay in the profession for the same reason.

To ensure that all students are learning effectively, we need the best teachers and we need to motivate and retain them for quality teaching in the classroom. Teachers need ongoing training, as part of professional growth and lifelong learning.

Furthermore, it is essential to recognize that teachers differ in their needs, so they require differing opportunities for professional development. It also needs to be acknowledged that teachers play various roles and shoulder different responsibilities and that these must be rewarded if teachers are to be retained. This is particularly so for teachers who wish to remain in the classroom throughout their careers. Thus, provision needs to be made to allow for a range of career pathways that expand beyond the limited traditional administrative responsibilities, which recognize and reward the various roles. Such a broader reward and recognition structure is needed to develop high quality schools and education systems. This requires a shift in the roles and development of principals to enable them to provide the necessary instructional leadership in supporting their staff's professional development throughout their careers. Indeed, teachers need to be able to design their own career plans and professional development goals with the support and guidance from principals and other professionals.



Recommendations

THE FOLLOWING RECOMMENDATIONS ARE SUGGESTIONS that countries can adapt to suit their particular situations. It is hoped that these recommendations will generate policy dialogue and provide practical applications that will help to attract the best into teaching and support and retain our best educators throughout their careers.

1. Establish viable, multiple career paths that enable excellent teachers to remain in the classroom, yet also allow them to assume leadership roles directly related to their areas of expertise.

To retain effective teachers in the classroom, there must be alternative career progression pathways for teachers besides the linear movement along the administrative paths. While there is no one-size-fits-all approach that guarantees success, creating vertical and lateral career progression paths for teachers will help to ensure that teachers are motivated and rewarded for staying in the teaching profession. They should be provided with career opportunities that promote diversification of roles to reflect the increasing complexity of education in the 21st century. Schools should create new positions, such as mentor teacher, master teacher, coach, subject head coordinator, PD coordinator and PD trainer, so as to allow teachers to take on greater classroom-relevant responsibilities, continuing their contribution to quality learning while earning higher salaries. Establishing clear titles and detailed responsibilities for each of these roles is also important.

2. Accredit PD providers and courses and link these courses to specific roles and responsibilities, while supporting teachers to develop annual PD plans that reflect their changing needs.

PD providers and courses should be accredited. Coordination among various PD providers is imperative so as to enable consistent standards and maintain quality assurance of PD courses and programmes. It is also important to link PD courses to specific roles and responsibilities, catering to specific PD needs of teachers at different levels and stages of their careers and to develop a credit scheme for the various PD courses and programmes. This scheme should form part of the requirements for all promotions. Barriers that hinder teachers' participation in professional development activities should be removed and teachers should be supported in developing and implementing annual PD plans that reflect their needs at each stage of their careers.

3. Enforce clear and transparent guidelines concerning qualifications, selection and promotion criteria, which are linked to specific roles and responsibilities.

Develop clear and transparent guidelines along with rigorous evaluation systems so as to ensure that promotions are consistently fair. Establish appropriate pay scales and a system that recognizes and rewards each role and all responsibilities.

4. Provide regular career guidance to teachers and principals.

Make career guidance part of schools' professional development plans and principals' regular tasks. Ensure that principals and/or other relevant senior personnel provide regular career guidance to teachers as part of their annual appraisals, and support teachers in establishing PD and career goals. At the same time, provide principals and others tasked with career guidance with appropriate training and development, as well as support in establishing their own PD goals and career plans.

5. Provide incentives to teachers that reward good practice and are locally appropriate.

Ensure that good teachers are recognized and rewarded according to their contribution and impact on students' quality learning. This can be done by providing incentives, such as awards, bonuses, stipends to help cover the cost of longer PD courses, and paid study leave to enable them to enrol in further training.

In addition to the above recommendations, this study also suggests policy actions specific to each country, as listed in Table 3.

Table 3: Country-specific policy actions

Country	Policy actions
Fiji	<ul style="list-style-type: none"> • Provide opportunities for 'lateral promotion' and academic positions that allow teachers to grow professionally and yet remain closely connected to instruction and pedagogy. • Set an ambitious target to increase gender equity in leadership positions and mainstream the national gender policy in all education policies. • Indicate in the learning development plans the support for teachers who are unqualified or whose qualifications are incomplete. • Strengthen monitoring of the school-level professional development plans for teachers. The plans should include a clear definition of the principal's role in PD as well as links to career progression.
Indonesia	<ul style="list-style-type: none"> • Review the policy on teacher career structures and promotion criteria to provide equal opportunities for capable junior teachers to be at par with their senior colleagues regardless of years of experience. • Provide a promotion system that will encourage teachers to be more creative and productive.
Philippines	<ul style="list-style-type: none"> • Accredite the relevant continuing professional development of teachers to allow for quality-assured professional development activities by authorized service providers other than the Department of Education. • Ensure advancements to higher degree are earned from accredited institutions. Professional development initiated by the Department of Education through the National Educators Academy of the Philippines should be given equivalent points in graduate programmes. • Review the quota system for school heads and management ranks and salary promotion by the appropriate government agencies. Rationalize the functions and responsibilities and provide commensurate remunerations. • Ensure transparency in vacancies so that all teachers are informed. Notices and announcements should be placed in various media, including the agency website, in order to provide clear and accurate information.
Mongolia	<ul style="list-style-type: none"> • Evaluate the quality of the recently-implemented programmes and projects on teachers' professional development. • Monitor and strengthen adherence to policies on recruitment and promotion. • Strengthen the recruitment process and ensure gender balance in leadership positions.
Pakistan	<ul style="list-style-type: none"> • Develop policies to provide opportunities for women to join the teaching profession and take on management roles. • Ensure that promotion of teachers to upper grades and career growth opportunities are linked with teachers' professional development.
Republic of Korea	<ul style="list-style-type: none"> • Ensure school inspectors and research specialists have adequate professional development and strong policy support so that they can perform their expected roles.
Samoa	<ul style="list-style-type: none"> • Review and revise the 2010 National Teacher Development Framework vis a vis the 2015 Teachers Act to ensure a career structure that is suitable and practical for Samoa's teachers.
Sri Lanka	<ul style="list-style-type: none"> • Ensure participation by teachers in in-service training programmes that are relevant to specialized subject area is considered when deciding on teachers' promotions. • Give priority to subject specializations of teachers in the professional development programmes. • Base teacher requirements on gender mainstreaming, subject specializations and existing vacant positions. • Establish an efficient in-service advisory service, with standard teacher educator competencies. • Develop a policy on the professional development of teachers and principals on integrating new technologies.
Uzbekistan	<ul style="list-style-type: none"> • Improve the system of remuneration, provide competitive wages and incentives, administer a strict selection procedure and strengthen the appraisal system to ensure that highly qualified and competent teachers are retained in schools.



Future research

THE RECOMMENDATIONS FROM THIS REPORT point towards further research. One area of focus would be to examine the extent and type of training that principals and other senior teachers receive to equip them to undertake career guidance and assume their role as mentors for their staff. Linked to that, it would be useful to investigate what constitutes effective career guidance for educators. Another area of research would be to study education systems that have established alternative career paths and examine their effectiveness and whether the features of such systems could be transferred into different education settings. Yet another area of research would be to examine teacher motivation and what effect this has on teacher-related issues, including retention rates.

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