



Teacher Quality Enhancement Project

POLICY GUIDELINES AND A STRATEGIC PLAN

Report Commissioned by:



ལྷན་ཁག་ལུང་ཤེས་རིག་ཚོགས་སྒྲེལ།

Royal Education Council

Upper Motithang, Thimphu, Bhutan.
Post Box No. 1468





Teacher Quality Enhancement Project
Policy Guidelines and Strategic Plan

Report prepared by

Nicholas Tang Ning
(Senior Director)

With inputs from
Dr Ho Wah Kam
(Academic Consultant)

Mr Rajan Sundara
(Principal Consultant)

Dr Yap Kueh Chin
(Technical Consultant)

Dr Lee Ngan Hoe
(Consultant)

and

Mr Mike Thiruman
(Chief Executive Officer)

Copyright © (2010) Royal Education Council

**P.O. Box # 1468
Motithang,
Thimphu,
Bhutan**

FOREWORD

Educare, together with the Singapore Cooperation Enterprise, is pleased to present this set of Policy Guidelines, forming Part Two of the Teacher Quality Enhancement Project Report, for the consideration of the Royal Education Council (REC) and the Ministry of Education (MoE) in Bhutan.

The 2007 McKinsey Report on “How the World’s Best-Performing School Systems Come Out on Top” clearly states that to deliver great education for every child school systems must:

1. Get the right people to become teachers – the quality of an education system cannot exceed the quality of its teachers;
2. Develop these people into effective teachers and leaders – the only way to improve the outcomes is to improve instruction; and
3. Put in place systems and targeted support to ensure that every child is able to benefit from excellent instruction – the only way for the system to reach the highest performance level is to raise the standard of every student.

In formulating the recommendations in these guidelines, we have kept in mind the first two key elements highlighted in the McKinsey Report while also building on the challenges and issues identified in the Situation Analysis that investigated the work environment of Bhutanese teachers. We are certain that the other endeavours undertaken by the REC and the MoE, such as the Beacon Schools Project and the National Education Framework, would address more specifically the systemic and targeted support needed to fully realize the impact of excellent instruction.

We were deeply encouraged by the feedback from the final consultative workshop, attended by senior officials from the MoE, the Royal University of Bhutan, the Royal Civil Service Commission, the Gross National Happiness Commission and the Cabinet Secretary, held on 16 April 2010, where these recommendations were presented. There was alignment in the thinking of the participants on what had to be done to improve teacher quality in Bhutan. The first step in that direction was to recruit and retain quality people and develop them to be the best. Having clearly understood the ground realities in Bhutan, the participants fully supported the “GROW” framework presented in this report aimed at attracting, recruiting, developing and retaining the right people to deliver quality instruction.

The GROW framework ensures the professional **G**rowth of the Bhutanese teachers, through better **R**ecognition and **O**pportunities, while seeing to their **W**ell-being. Through

the GROW framework, more opportunities for teachers' development to strengthen core competencies would be created, more career options and choices would be provided, and recognition for the noble work that the Bhutanese teachers carry out daily in nurturing and moulding the future of Bhutan would be enhanced. In addition, it is important to build up the image and standing of the profession with compensation that is commensurate to the complex nature of the teachers' work while engaging the public and the media to be constructively involved in sharing the inspirational work that teachers do. This would not only boost the morale of the teachers but also raise their standing in the eye of the public.

The responsibility to translate the recommendations and strategies into a tangible, detailed implementation plan for district education officers, school leaders, and the classroom teachers who will change the lives of Bhutan's children, lies in the hands of all those involved in the education sector. We see the year 2010 as marking the beginning of Bhutan's march towards quality education for all.

In conclusion, I leave you with an excerpt of His Majesty Jigme Khesar Namgyel Wangchuck's inspiring address at the 3rd Convocation of the Royal University of Bhutan for Samtse and Paro Colleges of Education, held on 17 February 2009.

“Our education system built and nurtured with your hard work and dedication has served us well. But we must understand that the times have changed here in Bhutan and all around us in the world. We cannot face new challenges with the same tools. The private sector is adjusting itself to new challenges and opportunities; the bureaucracy is finding its place in a new system of governance; the entire country is adapting to new roles in our young democracy. Thus, every person and institution must evolve to meet the aspirations of our people and the changing needs of our nation.”

Mike Thiruman
Chief Executive Officer
Educare Cooperative Ltd
Singapore
15 May 2010

CONTENTS

Page

FOREWORD.....	3
EXECUTIVE SUMMARY.....	6

SECTION ONE

CHAPTER ONE: TEACHERS AND EDUCATIONAL CHANGE.....	8
CHAPTER TWO: FINDINGS FROM TEACHER QUALITY ENHANCEMENT SITUATION ANALYSIS.....	13

SECTION TWO

CHAPTER THREE: RECRUITMENT AND RETENTION.....	19
CHAPTER FOUR: RURAL SCHOOLS	44
CHAPTER FIVE: SCHOOL LEADERSHIP	52
CHAPTER SIX: TRAINING AND DEVELOPMENT.....	60

SECTION THREE

CHAPTER SEVEN: STRATEGIC PLAN	71
SUMMARY.....	83

SECTION FOUR

REFERENCES.....	86
ACKNOWLEDGEMENTS	89

APPENDIX A: CLASSROOM LESSON OBSERVATION SCHEDULE	90
APPENDIX B: CONNECT PLAN.....	91
APPENDIX C: SCHOOL AS A LEARNING ORGANISATION.....	95
APPENDIX D: 3PO TEACHER LEADERSHIP MODEL	106
APPENDIX E: SUMMARY OF LITERATURE ON PROFESSIONAL DEVELOPMENT OF TEACHERS.....	107

EXECUTIVE SUMMARY

From July 2008 to March 2009, Educare and SCE Consultants were commissioned to do a study of teachers in Bhutan and their work environment. The Teacher Quality Enhancement (TQE) project was conceived as a policy-oriented study to propose policy recommendations to attract, recruit, and retain quality teachers needed to improve the quality of education in Bhutan.

Bhutan is not alone in its focus on improving the quality of teachers. In the global narrative, many of the high-performing countries have been shifting their reform efforts to focus on teacher policy issues and strategies that relate more directly to the promotion of quality teaching and learning. Recognition that teachers' knowledge, attitudes, and skills constitute the most powerful influences on student learning has led to increased emphasis on the development of policies and strategies that aim to attract, prepare, and retain quality teachers and school leaders and promote their continuing professional development towards higher professional standards.

The full report is in Two Parts. Part One is a situational analysis looking into the work environment of teaching workforce in the country. Part One was submitted to the Royal Education Council (REC) in June 2009.

This current report constitutes Part Two of the TQE Project document. The policies and strategic plans proposed in this report builds on the issues and challenges identified in Part One of the TQE Project report.

There are four main chapters in this report. Chapter three is concerned with the recruitment and retention of teachers. Chapter four looks at challenges faced by rural schools. The next chapter looks at the important role of school leadership and Chapter six looks at how the training and development of teachers could be improved.

The Strategic Plan translates into operational terms the policy directions which the Royal Government of Bhutan (RGoB) may like to consider to implement in a given time frame. The Strategic Plan serves three functions. The first function is to group together recommended policies and actions that are needed to achieve a larger (or strategic) goal. The second function is to clarify the inter-dependence of the various recommendations. Thirdly, it seeks to highlight some of the political and resource implications for each of the strategies.

Three principles were used in drawing up the Strategic Plan:

- **Systemic change**: We are mindful that the teaching force is part of a larger system and any change is dependent, and will impact, on other sub-systems in Bhutan.
- **Feasibility**: We have endeavored to see that each strategy is feasible, with the right activities and sufficient resources (personnel, equipment, budget, and time) to solve the problem.
- **Sustainability**: We will ensure that each policy and strategy recommended in this report is sustainable over time and with minimal external support.

As mentioned above, this report builds on the findings of the first report and hence these two documents should be read together.



*CHAPTER ONE: Teachers &
Educational Change*

Educational changes are often the result of changes in the larger society. It is never an easy process. Education is intricately connected to the political and economic realities of a society and is always an emotional issue at the personal level. There is a close symbiotic relationship between education and social change – education is needed to change society and education must change as society changes.

Singapore is a useful case study because its education system and society have undergone significant changes in a relatively short span of 45 years. Singapore grew from a third world nation, with hardly any resources, to a developed nation within these 45 years. Education played a key role in this transformation.

Singapore was a British colony until 1959 when it was granted self-government. There was no coherent education policy during the colonial phase of Singapore's history. There were a few English schools, but the system was dominated by independent Chinese schools, which were largely antagonistic towards a government that favoured the English educated and provided no support to Chinese schools.

Singapore inherited a fragmented and politically charged education system in 1959. The early years of Singapore's existence were spent forging a national education system, particularly the medium of instruction, de-politicising school leadership, and establishing government authority to over schools. Common syllabuses, outcomes and examinations were standardised, with a strong emphasis on science, mathematics and technical education.

The main challenge was the recruitment of suitably qualified teachers. As mentioned earlier, there were few English schools under the British government. Furthermore, only 4 – 6% of each cohort were admitted to the university in the late 60's and early 70's. The growing industrial and business sector also made it more attractive for many to offer engineering and business studies in the universities. Finally, the relatively low salaries and poor image of teachers made it even more difficult to compete with the other sectors for the few graduates in the entire nation.

Singapore was thus faced with a "chicken or egg" dilemma – a good education (hence better teachers) was needed to develop an educated workforce but an educated workforce was required to staff the education system before it could provide good education.

The shortage of suitably qualified teachers to meet the demands of a rapidly expanding school system led to a fall in the standard of the education provided. Large numbers of English-speaking expatriates were recruited to supplement this

teacher shortage. In spite of this, the quality of education was less than satisfactory and by 1979, only 71% of each Primary 1 cohort was able to progress to secondary school, 29% did not complete secondary education and only 14% progressed to post-secondary education.

In 1978, the then Deputy Prime Minister, Dr Goh Keng Swee (who was also often credited as the architect of Singapore's economic policy) led a major study to improve the quality of education. As a result of the study, Singapore developed what is commonly referred to as *efficiency-driven education*. Streaming or tracking of pupils was introduced and a "teacher-proof curriculum" was instituted. The Curriculum Development Institute of Singapore (CDIS) was established to produce textbooks, workbooks, and teaching resources which teachers were required to use in their classrooms. The CDIS even had an item bank and teachers were required to use these items for their school-based examinations which were used for streaming decisions.

These changes, based on an industrial model, were thought to be distasteful by some and were not well received by almost any educator. However, they did appear to produce the desired results. By 2005, only 2.6% of the Primary 1 cohort did not complete secondary education and 84.4% obtained at least three O-level passes at the GCE O-level Examinations. Furthermore 28.4% went on to the GCE A-level classes, 38.4% gained admission to the polytechnics and 22% to the university.

Singapore started to feel the impact of globalisation in the 1990's. This forced Singapore to look at the knowledge and skills that the graduates would need in this new global economy. They had to be innovative, creative, entrepreneurial, flexible, comfortable with change and uncertainty, and have a commitment (and the required ability) to lifelong learning. Education had to change. School leadership and school culture had to change and, more importantly, teacher behaviour and competencies had to change.

In order to meet the challenges of globalisation, Singapore decided that a highly centralised "one size fits all" education system would not be sufficient. Different pathways needed to be created to provide for the different interests and talents of the students. Schools must have the autonomy and capacity to develop different programmes and to do things differently in order to achieve "different peaks of excellence". To meet this goal, much was done in the formal training of teachers and school leaders. The Leaders in Education Programme (LEP), for example, was launched in 2001. This programme seeks to prepare principals for leadership in uncertain and changing "chaotic" environments.

It is clear from this brief description of the history of education in Singapore (please see Gopinathan et al, 2008, for a fuller discussion) that Singapore faced and overcame challenges similar to those that Bhutan is currently facing. Singapore was short of teachers, teaching was not well regarded by society, the salaries of teachers were low, it was difficult to attract good and suitably qualified teachers, the teachers were not well trained, and, as a result, the attrition rates were very high at all levels of the education system. However, after more than 40 years of consistent and concerted effort by the government, Singapore is now able to recruit only candidates who are among the top 30% of each cohort for its teaching service.

The recommendations contained in this report builds upon this learning experience, but are contextualised to reflect the realities, existing policies, and structures in Bhutan. This report also recognises the goals of Bhutan's education system which, seeks to meet the challenges of the 21st century.

Bhutan has an advantage – it has a strong cultural and national identity which Singapore did not have when it first became independent. This strong common purpose will allow Bhutan to avoid some of the pains that Singapore had and to adopt many of the policies and practices that were introduced, through years of trial and error.

The document “Bhutan 2020: A Vision for Peace, Prosperity and Happiness” outlined a strategy to guide Bhutan's overall development, based on the development philosophy of the 4th King, for the next 20 years. The nation's educational development was given prominence in Vision 2020, in particular, the plan to equip teachers with competencies to enable them to capitalize on curricular and technological innovations.

The Vision 2020 document noted that although Bhutan had made rapid strides in the fields of education and human resources development, there was still a long way to go before it could be provided with the human resources required to sustain the process of development. The nation's skill base was extremely narrow, and just over half of its population could be considered literate and numerate. Although Bhutan could draw satisfaction from the rapid growth in primary and secondary school enrolment, the high dropout and repeater rate was a cause for concern. Less than half of all those who entered primary school actually completed primary education, while less than 40 percent of young people of secondary school age were actually in secondary education, and a large number would fail to complete it.¹

¹ Bhutan 2020: A Vision for Peace, Prosperity and Happiness

In response to Vision 2020, the education department formulated the “Education Sector Strategy: Realising the Vision 2020”. It articulated Bhutan’s hopes to achieve a level of student competencies equivalent to international standards of excellence in 2020. The Ministry of Education (MoE) developed a comprehensive strategic plan to improve the quality and access to education for all its citizens.

A new curriculum is being developed which emphasises mastery of literacy and numeracy and acquisition of basic values and life skills at the primary level. In secondary education, the curriculum would harness the potential of ICT to enable Bhutanese pupils to become self-directed learners in order to meet the demands of the 21st Century.

To realize this Vision, the education sector felt that it was imperative to upgrade the professional competencies of existing teachers.

There are two major challenges. The first is to attract, recruit, and retain good teachers. The second is to encourage more teachers to accept postings to rural schools. This report addresses these two challenges.



CHAPTER TWO: Findings from TQE Situation Analysis

A summary of the problems, as perceived by teachers, principals and other stakeholders, are summarised in the table below.

Table 2.1: Main Themes that Emerged in the Surveys and Interviews

Research Questions and Main Themes	As teachers reported on the situation	What principals and other stakeholders observed	Recommendation contained in Chapter as stated
<p>RQ 1</p> <p>Dominant challenges for teachers</p>	<ul style="list-style-type: none"> • Intensification of work • Increased workload, even cutting into private time at home • Lack of continuing professional development opportunities • Large class size • lack of time to prepare lessons • Lack of resources 	<ul style="list-style-type: none"> • Principals report that teachers spend a lot of time preparing lessons (about 6 hours in school and another 8 hours at home) per week • Another 10 hours in all for marking papers or homework - 5 hours in school and 5 hours at home- per week 	<p>Chpt 3 will address intensification of work and increased workload and lack of time to prepare lessons</p> <p>Chpt 6 will address lack of PD opportunities</p>
<p>RQ2</p> <p>Factors having an impact on quality of teachers' work</p>	<ul style="list-style-type: none"> • Job satisfaction & the status of teaching • Lack of resources and financial incentives (pay issue) • Low status of teaching in Bhutan - so, morale affected • Equity of school staffing 	<ul style="list-style-type: none"> • Proper incentives required • Constraints of the Civil Service terms and conditions of service 	<p>Chpt 3 will address status of teachers and the PCS</p> <p>Chpt 4 will address lack of teachers in rural schools</p>
<p>RQ3</p> <p>Motivating and de-motivating factors</p>	<ul style="list-style-type: none"> • Good support from school leaders and colleagues • Lack of recognition and rewards for good work • Very few opportunities for teachers' professional development 	<ul style="list-style-type: none"> • School supervisors are very pleased with the work of their teachers • In civil service, no special monetary incentives for teaching in schools in remote areas • Teaching not a prestigious profession in Bhutan right now 	<p>Chpt 3 will address recognition of teachers</p> <p>Chpt 5 will address school leadership and school culture</p> <p>Chpt 6 will address professional development of teachers</p>

Table 2.1: Main Themes that Emerged in the Surveys and Interviews (cont'd)

Research Questions and Main Themes	As teachers reported on the situation	What principals and other stakeholders observed	Recommendation contained in Chapter as stated
RQ4 Relationship between observed classroom practice & school subjects taught	<ul style="list-style-type: none"> Great dependence on the textbooks since there were few alternative instructional materials available in the school 		Chpt 6 will address professional development of teachers. However the availability of resources and the quality of classroom teaching is not addressed directly because this project is on the quality of teachers and not the quality of education per se
RQ5 Retaining and recruiting quality teachers	<ul style="list-style-type: none"> Low status of teaching in Bhutan Relatively low pay Teaching is usually not the first choice for the better students 	<ul style="list-style-type: none"> Teaching as a profession is not attractive in Bhutan (a hierarchical society) Geographic and environmental constraints (urban-rural-remote) for attracting teachers 	Chpt 3 will address all issues pertaining to the recruitment and retention of teachers Chpt 4 will address the challenges of rural schools
RQ6 Implications for teachers & stakeholders for raising standards in schools.	<ul style="list-style-type: none"> More opportunities for professional development, including getting advanced qualifications Teachers should be a community of learners as well 	<ul style="list-style-type: none"> Re-look at the salary structure for teachers and performance management 	Chpt 3 will address teacher salary Chpt 6 will address professional development of teachers

Among the main concerns of teachers and stakeholders is the low status of teachers. This concern was repeated in almost all the questions. Among the reasons given for this low status are:

- a. The relatively low pay of teachers in relation to the workload, the complexity of teaching and the work environment.
- b. Lack of promotional prospects, which tended to favour urban areas.

Teaching is no longer an attractive career option for young graduates. This problem may grow in significance as Bhutan's economy grows and there are more employment opportunities.

Related to recruitment is the issue of retention. Unless teaching becomes a more attractive career, it will be difficult to retain teachers; particularly the better ones who will have more opportunities in a growing economy, thus exacerbating the problem of teacher shortage.

The other concern reported in the TQE Study was the lack of opportunities for teachers' continuing professional development (PD). Although teacher respondents in the study agreed that PD was important, it was surprising that not many teachers took up any PD courses in the last two years before the study was conducted. From their responses in the interviews, it would appear that many PD courses currently being offered did not address the concerns of classroom realities.

Responses from the Assistant District Education Officers and District Education Officers indicated that "there was a need to put in place a professional development scheme that systematically catered to the needs of the teachers. These professional development courses should address new ways of teaching a subject, curriculum development, and class management".

When teacher supervisors were asked to suggest what they would do to motivate teachers in their schools to achieve excellence in teaching, one of the main broad areas they listed was "to make professional development opportunities more readily available to the teachers".

Many teachers and principals expressed a range of concerns relating to the availability and control of instructional resources. These included financial resources, decision-making processes about the use and equitable distribution of resources, and human and physical resources.

The lack of teaching resources meant that there was great dependence on textbooks since there were few alternative instructional materials available in the schools.

The issue of the heavy workload of teachers was also surfaced during the study. The perception is that workload has steadily increased over the last three years (from 2006 to 2009). Teachers felt that this workload has impacted on the quality of their work-life balance. As with teachers in Singapore, they would prefer to have more time for their lesson preparations and time with their students.

Based on the findings of the situation analysis, it was felt that a useful framework to summarise the key considerations and recommendations is the solution used by Singapore to address similar challenges of attracting, recruiting, and retaining quality teachers. The acronym for this framework is *GROW* and comprises the following components – **G**rowth, **R**ecognition, **O**pportunities, **W**ell-being (Table 2.2).

The elements within the framework were, however, specifically tailored to meet the needs of Bhutan, based on the situation analysis, study of existing policy documents, consultative workshops, and feedback from the officers from REC.

It is important to note that most of the elements within each component are inter-dependent. For example, it is almost impossible to implement an effective career track until the performance management system is in place and taken seriously at all levels. It is for this reason that the subsequent chapters in this report do not follow the sequence or discuss each element separately. It is, therefore, critical to note the dictum that “the whole is greater than the sum of its parts” when reading the subsequent chapters and thinking about to the GROW model.

References to best practices in other countries are made in the discussions wherever appropriate. However almost all the key recommendations are based on successful policies and practices from the Singaporean education system. Educare knows intimately which of these policies and practices work and the limitations of the others. Furthermore, it is important that policies and practices adopted are consistent with, and supportive of each other. Nevertheless Educare is mindful of the differences between Bhutan and Singapore and has included the implications and/or caveats in the discussions.

Table 2.2: The GROW Framework for Bhutan

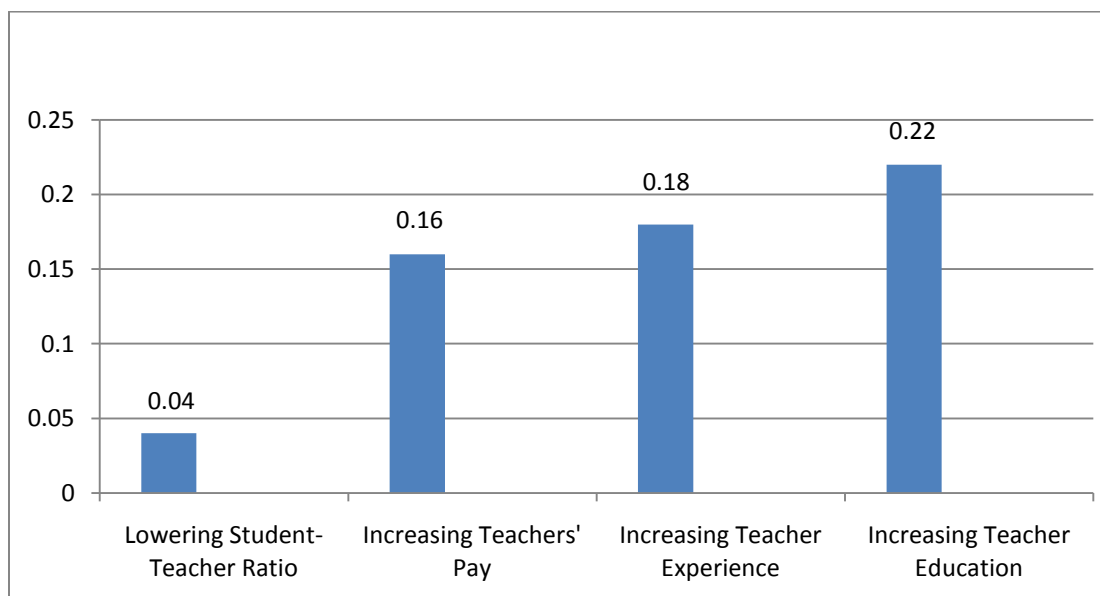




*CHAPTER THREE:
Recruitment & Retention*

It may be worthwhile to note that studies have shown that among the greater effects of investments on student achievement (students' test scores) are the cumulative experience of teachers and how they were trained. The table below shows the relative effects. Retaining teachers with longer teaching experience and paying greater attention to teacher education appear to be, in relative terms, more beneficial than reducing class size by itself or paying teachers more. All four factors work better when they operate together.

Table 3.1: Effects of Educational Investments



(Source: Darling-Hammond, 2000)

There is no analysis that suggests that student achievement would improve simply by raising the salaries of all teachers across the board. Nevertheless, it is plausible that increasing the average teacher salary would expand the pool of applicants, allowing the Ministry of Education to identify the better ones from a larger pool of applicants. A more competitive salary will improve the general status and competitive position of teaching in the job market and broaden the sources of teacher supply to include well-qualified people from other careers and former teachers.

The TQE Situation Analysis also shows that respondents felt that the two related factors of low pay and low status are reasons for the low quality of teachers.

Recruitment

The importance of recruiting the best candidates was highlighted in the OECD Report (2005),

Key ingredients in a teacher quality agenda include more attention to the criteria for selection both into initial teacher education and teaching employment, ongoing evaluation throughout the teaching career to identify areas for improvement, recognizing and rewarding effective teaching...

In a talent-scarce Singapore, each of the services within the public sector, such as the teaching service, the uniformed services, and the nursing services, mounts regular recruitment campaigns to compete for the best candidates. Besides the salaries and terms of service discussed earlier, other initiatives to enhance the image and attractiveness of the teaching services include the following:

- President Award for Teachers (PAT) – this is an annual award given out by the President of Singapore
- Outstanding Youth Educators Award (OYEA) – this award is meant to recognise and encourage young teachers.
- Most Caring Teacher Award
- Awards to recognise excellence in the teaching of specific subjects
- Regular features in the media about teaching, about the recipients of the various awards mentioned, and the achievements of schools.
- Positive advertisements (such as the impact of teaching on lives) in the media to attract young graduates.
- Publications highlighting the good work of teachers are produced regularly.

The public and students are encouraged to nominate teachers for these awards. This is important because the aim of these awards is not to reward these teachers (this is done through the formal performance appraisal system), but rather to involve parents, students, and other stakeholders in a public appreciation of the work of teachers. As such the criteria for nomination are very subjective and not based on any objective data or evidence, per se. The criteria for PAT and OYEA illustrate this.

- Shown utmost concern for the character and moral development of students by word and personal example;

- Motivate, challenge, inspire, and help students to find the potential within themselves;
- Welcome enterprise, innovation, curiosity, and creativity in students.

The principal will be asked to verify if the nominee is a good teacher and is respected by his peers. The candidates are also interviewed by a select panel comprising of Ministry officers and senior teachers.

The media is a powerful ally in any attempt to change the image of teacher, and to uplift the morale of serving teachers. It was noted that there is a tendency of the Bhutanese press to highlight the weaknesses or failings of the education system. MoE should engage the media in a regular and positive way. MoE could provide the media with stories of real teachers who have done much to improve the lives of their students – human angle stories are always welcomed by the media.

His Majesty is respected and well-loved by the people of Bhutan. It will be a tremendous boost to the profession if His Majesty could be persuaded to honour the most outstanding teachers on Teachers’ Day, which is celebrated on 2 May in Bhutan.

It is recommended that the MoE should develop a plan to improve the image of teachers in Bhutan.

The MoE should also make greater use of ICT to reach out to the young graduates. This could range from an attractive and informative MoE website, which is accessible to the public, to other e-advertisements. The information available on the MoE website will become even more important as MoE improves the service conditions and benefits of teachers, so that the public (particularly the young graduates) will know about these improvements.

Professional Associations

Professional associations, with Royal Patronage, can also contribute to the image and status of teachers. **It is recommended that the Bhutan government should encourage the establishment of professional associations.** The objectives of such associations are:

- To further the professional knowledge of its members.
- To improve the practice of its members.

- To provide its members with a platform to contribute to policy formulation in Bhutan.
- To enhance the image of the teaching profession.

In Singapore, there are professional associations for most of the subject areas such as The Science Teachers Association of Singapore, English Language Teachers Society, etc. There are also associations affiliated to international organisations such as the Association for Supervision and Curriculum Development (ASCD). Furthermore, the Singapore Teachers Union (STU) has adopted the concept of *progressive unionism*, which goes beyond the traditional “bread and butter” concerns and is actively involved in the professional development of teachers.

Alternative Routes To Teaching

Diagram 3.1 below shows the different routes to teaching in Singapore. A recent initiative is the mid-career route, and the results appear to benefit the mix of teacher population, most of who came directly from the university. This alternative route brings entrants from the private sector, such as practising lawyers, accountants, or engineers, and they are particularly useful in working with students and in guiding them in their career choice. These mid-career entrants to the teaching profession would also have to undergo pre-service teacher training, just as fresh graduates. Bhutan may wish to consider this alternative route, including those who would like to teach on a part-time basis, to increase its pool of teacher candidates.

In 2007, almost 22% of the teaching force in Singapore comprises teachers with at least one year prior experience in another profession. It was also noted that steps will be taken to ensure that such mid-career teachers will be placed on a higher entry grade in recognition of their prior experience. Such changes will ensure that these teachers will be on par with their peers by the 4th year as a trained teacher. This also suggests that emphasis is placed on recognising the worth and experience of mid-career entrants and that they are by no means disadvantaged when they are compared to the experience that their counterparts have.

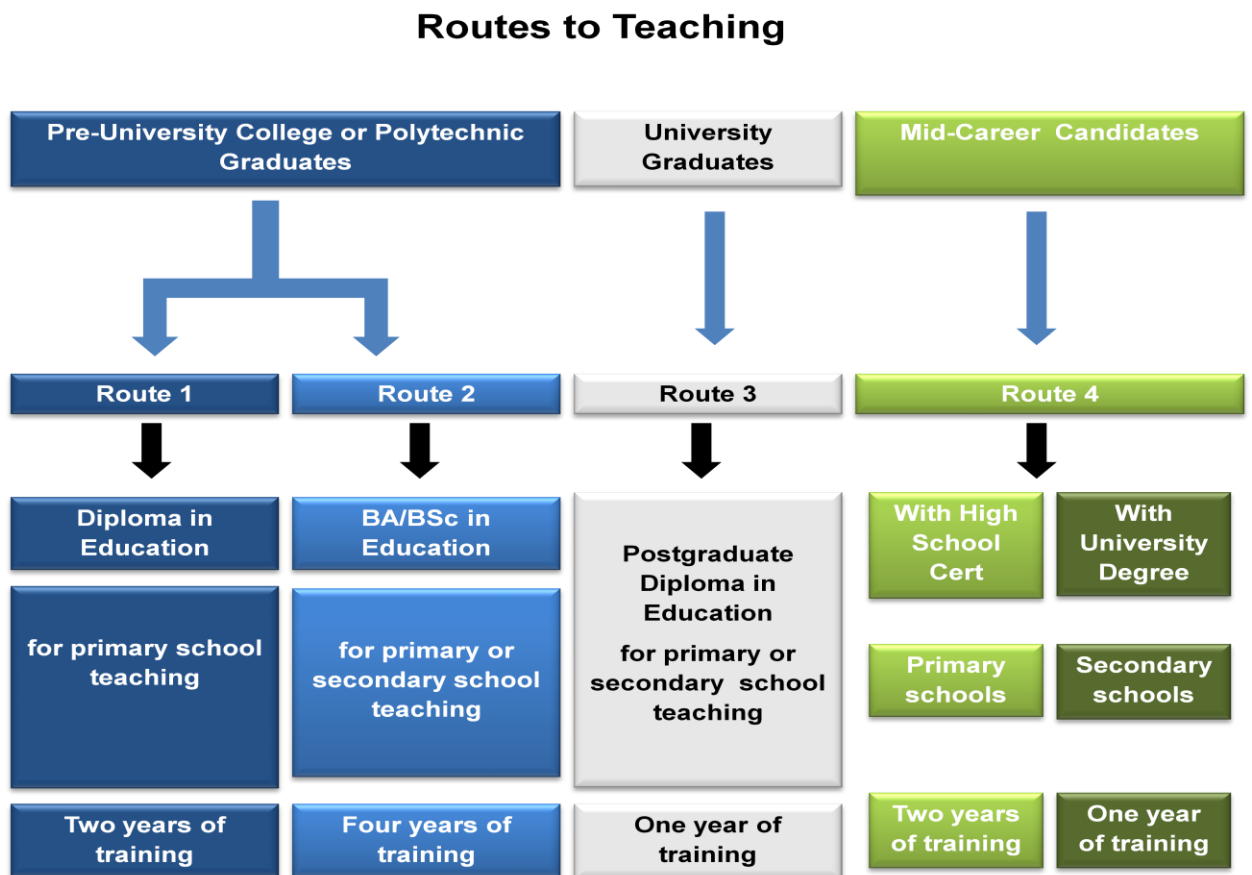
Recruitment of mid-career teachers did NOT mean a lowering of standards nor has it negatively affected the image of teachers in Singapore. The same rigor and standards should be maintained. In fact, admitting mid-career teachers may lead to an increase in the quality and image of teachers if Bhutan is able to recruit professionals such as lawyers, engineers, or architects.

Mid-career teachers should also include applicants who were teachers but had to leave the service for one reason or other, excluding those who left the teaching service because of poor performance. Such applicants should not be penalised or victimised just because they chose to leave the service some years ago, even if it was to try other career opportunities. The only criterion for not accepting an application is the performance record from when he or she was in service.

It is recommended that Bhutan considers mid-career teachers as one strategy to increase the intake of teachers.

The concerted publicity and the enhanced salary seemed to have worked, as Singapore now recruits only the top 30% of each cohort of graduates every year. This was not the case some years ago when teaching was not well regarded by the public. However it must be recognised that Singapore was able to achieve this after years of concerted efforts to improve the remuneration, status, and image of teachers. Bhutan will need to balance the quality with the number of new teachers it needs to recruit and sees this as a medium- to long-term goal.

Diagram 3.1: Routes to Teaching



Improving Selection Process

Assuming that Bhutan is able to attract a larger pool of applicants, through some of the above recommendations, it is important that the selection process is able to identify the good teachers. Academic qualifications and performance on the written examination conducted by RCSC may not be sufficient. Interviews, involving experienced teachers and other educators may be helpful.

The RCSC has put in place a rigorous selection process, including an examination, for the selection of all civil servants, including teachers. Furthermore the Prime Minister (in the document 26th Education Policy Guidelines & Instructions, EPGI-2007) has instructed that a separate interview should be provided prior to the RCSC examinations. Bhutan had an “apprentice contract teacher” programme which had to be terminated in 2007 in order to cater to the B.Ed programme. Singapore had a similar programme for applicants who are unsure if teaching is the career they want, or candidates whom the interviewers are not too sure about, will be attached to schools for a term before their training in the National Institute of Education (NIE). This practice yielded very positive results in the quality of teachers recruited and from 2010 onwards, all applicants, except those recruited under the Government’s teaching scholarship, are required to be attached to schools for a term. These candidates, who are paid during this period of attachment, are placed under the mentorship and supervision of senior teachers and schools are required to assess and report on their suitability to the teaching profession.

It is recommended Bhutan revisit the concept of attaching applicants to school for at least a term and employ these applicants under the Contract employment scheme akin to the Light Drukyl Project. However, these “Apprentice Contract Teachers” should be given a reduced workload and be closely mentored by experienced teachers. A report should then be submitted to the RCSC.

Position Classification System

Bhutan introduced the Position Classification System (PCS) in 2006 for the entire civil service and under this system teachers are placed under the Education and Training Services Group. This is a laudable and commendable step.

At the macro level, the PCS is a sound and impressive framework. However an analysis of the PCS implementation guidelines and other related documents revealed that there are three major assumptions that will need to be clarified.

- a. A high premium is placed on formal academic qualifications. For example, it is assumed that a Masters degree is the minimum qualification needed for the EX and ES, and even the P, position levels. Minimum academic qualifications may be necessary at the entry level but further promotion should be based on performance and competence. Insistence on formal academic qualifications will lead to *qualification escalation*, higher costs for manpower development for the system as a whole, but not necessarily leading to better performance. Furthermore, it will also create frustration among good teachers who do not have opportunities to attain higher academic qualifications.
- b. A high premium is also placed on length of service. The stated goal of the PCS is to improve performance. However, the spurious relationship between length of service and performance or competence has led to policies such as the Teaching Allowance which links the quantum to the years of experience. A teacher with 20 years experience does not necessarily perform better than a teacher with 4 years experience. Yet the former gets an allowance of 20% (based on the basic pay) while the latter gets only 10%. Such discrepancies may be de-motivating for a young and ambitious teacher, and encourage him/her to either refuse to take on greater responsibilities or to leave the service.
- c. The Performance Review Form is very general and assumes that the employee knows what core competencies he/she should have in order to improve his/her performance. It is highly possible that a teacher is not performing at his/her peak because he/she is not even aware of some of the core competencies that he/she should have or acquire.

On the other hand the discussion and recommendations in the subsequent sections of this chapter are based on two different assumptions. The assumptions are actually consistent with the intent of the PSC but not applied consistently at the implementation level.

- d. Performance is the only criterion for determining the worth of a teacher. Academic qualification is only used to determine the entry level salary but subsequent promotions and salaries ought to depend on performance and the ability to cope with the responsibilities and demands of the higher positions.

- e. The salary (including bonuses and allowances) of a teacher is determined by his/her performance and responsibility and not seniority. The annual increment is meant to adjust the base salary for the increased cost of living and presumed increase in experiential knowledge.

Teacher Salary

The relatively low salary of teachers was often quoted as one of the main impediments in the recruitment of teachers. There are two possible ways to address this issue. The first is to increase the quantum for the Teaching Allowance and the second way is to review the starting salary, and the entire salary scale (please see section on Teacher Career Progression Route), of teachers.

It is noted that the Royal Government of Bhutan has instituted a Teaching Allowance of between 10% and 20% for teachers, depending on the years of experience. Although increasing the quantum of this allowance appears to be the most expedient approach, it has two serious implications that MoE may need to consider. The first is the use of length of service as the sole criterion which, as discussed earlier, contradicts the larger goal of improving the quality of teachers. This criterion is unable to separate the good from the mediocre and might lead to the loss of good teachers, leaving behind the less-able in service.

The second implication is that increasing the quantum for all teachers will increase significantly the education budget and impact other national priorities. An increase in the education budget is unavoidable if a salary of teachers is to be improved. However the challenge is to aim for a minimum increase with maximum impact as per the goal of increasing the number of teachers and retaining the better ones. To achieve this goal, it is recommended that MoE do two things. **The first recommendation is to move the entry grade of graduate teachers from P5 to P4.** This would help in attracting more teachers. To justify this change in the entry grade of teachers, the MoE will need to highlight the complexity of teaching in order to adhere to the PCS principle of “equal pay for equal value of work”. The RCSC and the public will need to change the perception that teachers are mere implementers of a centrally-prescribed syllabus and a purveyor of textbook knowledge. The sort of teachers needed to achieve the nation’s goal of providing the best education in order to ensure that every child will be ready to meet the challenges of the 21st century will be one that is innovative, welcomes change, thrives under ambiguous and uncertain situations and is a leader of himself, his students and his peers.

Borko (1990) wrote that teachers need to make numerous *planning decisions* when planning lessons and *interactive decisions* in the classroom. Furthermore teachers also need to exercise *leadership* and *supervise* students both in and out of the classroom (Lambert, 1995). The degree to which these qualities are recognised will impact the position and salaries of teachers in the PCS.

This recommendation (that the entry grade for teachers should be at P4) will need to be phased in to avoid the situation where a beginning teacher will draw a higher salary than a serving teacher. One possible way is to place all teachers on a point on the salary scale that is at or just above the take-home pay (i.e. the basic salary plus the Teaching Allowance) of the teacher.

The second recommendation is that development and implementation of a rigorous performance management system is needed to identify and reward deserving teachers. This is important to prevent teachers from perceiving that the salary revision is an exercise to reduce their take-home pay. On the contrary, the teachers must view this change positively as an opportunity to recognise the important work of teachers and to reward the deserving teachers. The principle of “equal misery” will neither enhance the image of teachers nor attract good teachers.

It would also be desirable if the Teacher Career Progression Route (please see paragraph 36 onwards) is also put in place, or at least announced, so that the teachers can see the entire recognition and remuneration package.

Scarcity Allowance

It is noted that besides the Teaching Allowance, there is a *Scarcity Allowance* of 15% for teachers of subjects such physics and mathematics. **It may be prudent to stress that the objective of this scarcity allowance is to build the national capacity of teachers.** As stated in the Bhutan Civil Service Rules and Regulations (BCSRR) 2006 document, the provision of a Scarcity Allowance should only be viewed as an interim measure while the education system takes steps to increase the number of students offering these subjects at the secondary school level and the universities.

This allowance should continue in order to encourage more Bhutanese science and mathematics graduates to join teaching, which, in turn, will allow more schools to offer science and mathematics to more students. However the number of such teachers may not be sufficient in the mean time and Bhutan will need to continue to rely on expatriates to supplement the number of science and mathematics teachers. If the objective of the Scarcity Allowance is to develop national capacity, then it need

not be extended to expatriates who should be engaged as contract employees as defined in the BCSRR document. This distinction will address the unhappiness arising from the perception of the teachers surveyed in the TQE study that this allowance is only enjoyed by expatriates.

If the MoE feels that the salary may not be attractive enough to attract sufficient expatriate teachers, it may want to consider increasing the total remuneration but avoid using the term “scarcity allowance”.

Expatriate Teachers

Expatriate teachers are recruited for two reasons. The first is to supplement the shortage of Bhutanese teachers in mathematics and science. The other is to use the expatriate teachers to staff the rural schools. Both are necessary. However, **it is recommended that a certain number of expatriate teachers be recruited to assist in the professional development of teachers at the school level.** There should be a set of more rigorous selection criteria and processes to identify these better teachers so that they can function as mentors and coaches for the local teachers.

Teacher Career Progression Route

In most education systems, the only possible route for a teacher to be promoted beyond a certain salary scale is to take on formal leadership, often administrative, roles either as a school principal or an employee of the Ministry of Education. Ironically, the classroom teacher in many education systems is often regarded as the lowest position within the education system.

Singapore recognised that good and effective teachers often may not be good administrators or supervisors. Neither do they necessarily want to leave the classroom. More importantly, a reward system which recognises the importance of good classroom teachers is critical in attracting and retaining good teachers. As such, Singapore developed a career progression route which recognises that not all teachers need to be administrators or school leaders before their important contributions are recognised and rewarded.

There are three tracks in the Singapore system – Teaching Track, Leadership Track, and Senior Specialist Track. In a nutshell, a good classroom teacher can look forward to a salary that matches that of a school principal or specialist (usually a

curriculum officer or researcher in the Ministry of Education) because the system recognises that to be effective, teachers must have (or continually develop and improve) attributes, skills, and competencies normally associated with *formal* leaders and managers in an organisation.

The Teaching Track was recently further enhanced to make it even more attractive for teachers who prefer to remain in the teaching track (please see Diagram 3.2). The appointment of the first Principal Master Teacher was announced at the last promotion exercise held on 5 April 2010. The salary for this position is Superscale H, equivalent to that of a Principal.

Development of a strong cadre of teachers within the teaching track facilitates higher professional standards as teachers within the track take the lead in professional development, standards maintenance, and upgrading activities. Teachers now articulate professional standards, not administrators or other policy makers.

Lateral movements between each track are possible to allow for changing interests and learning as a teacher grows professionally.

It is recommended that Bhutan adopts the 3-track career ladder to recognise and retain effective teachers who, in turn, can help to develop other teachers.

A differentiated career ladder and performance-based system offer a variety of rewards and recognition opportunities that the Bhutanese teachers reported (in the Situation Analysis) would motivate them to perform better.

Movement up the career ladder is not based on seniority. In fact, as with the rest of the civil service, the Singaporean education service has adopted a performance-based, as opposed to seniority-based, salary scheme. The major difference between these two schemes is that the former has a relatively shorter scale between the different promotional points. This allows deserving teachers to be quickly recognised and promoted.

Teacher Career Progression Route and the PCS

Diagram 3.2 shows Singapore's Career Progression Route² and the corresponding grades on the salary scale. Assuming that Bhutan will adopt a similar career route then the possible Position Levels under the PCS is also indicated in the diagram.

² Educare is aware that some of the titles for the various positions in the Career Progression Route are similar to existing titles in Bhutan. However it is critical to examine the differences in terms of roles and responsibilities for

This proposed Career Progression Route may not be well-received by some teachers in Bhutan because under the PCS a teacher can theoretically move to as high as the EX1 or ES1 position level. In other words teachers may see this as a step backwards because it will curtail their career (in terms of salary increases).

It is pertinent to emphasise at the start that in the Singapore system, ALL the officers, including the Director-General of Education, are trained teachers. They all start their careers in the classroom. This is a major difference between the two education systems where “non-teachers” often occupy senior positions in MoE. Therefore in a sense it is still possible for a teacher to reach the pinnacle of the salary scale.

The anxiety that a Career Progression Route will curtail the salary increases of teachers could be the result of a lack of understanding of the PCS at the implementation level. It is difficult to envisage a classroom teacher with the same scope and responsibilities as, say, a Director in the MoE. Similarly, there must be a distinction between the competencies, scope, and responsibilities of a Specialist, a Master Teacher, a Principal and a classroom teacher. The scope and responsibilities of officers at the EX and ES levels are clearly spelt out in the PCS document, but these are not the competencies and responsibilities of a classroom teacher.

The MoE should also perhaps highlight the fact that the Salary Structure of civil servants in Bhutan allows teachers at the P4 level to go up to Nu. 16980 at an increment of Nu. 260. This Ending Pay is higher than the Starting Pay of a P2 officer. Similarly the Starting Pay of P3 is Nu. 14690 and the Ending Pay is Nu. 19115, which is above the Starting Pay of P1. Each of these levels will take an officer 15 years to reach the Ending Pay. This means that an average teacher who is performing at the minimum level required will, throughout his career of approximately 30 years, draw a salary which is equivalent to that of an officer at the P1 level without any promotion. Educare feels that this is fair and sensible and, more importantly, recognises the additional responsibility of officers at the P1 and EX and ES levels, even though they may be younger or less senior in service.

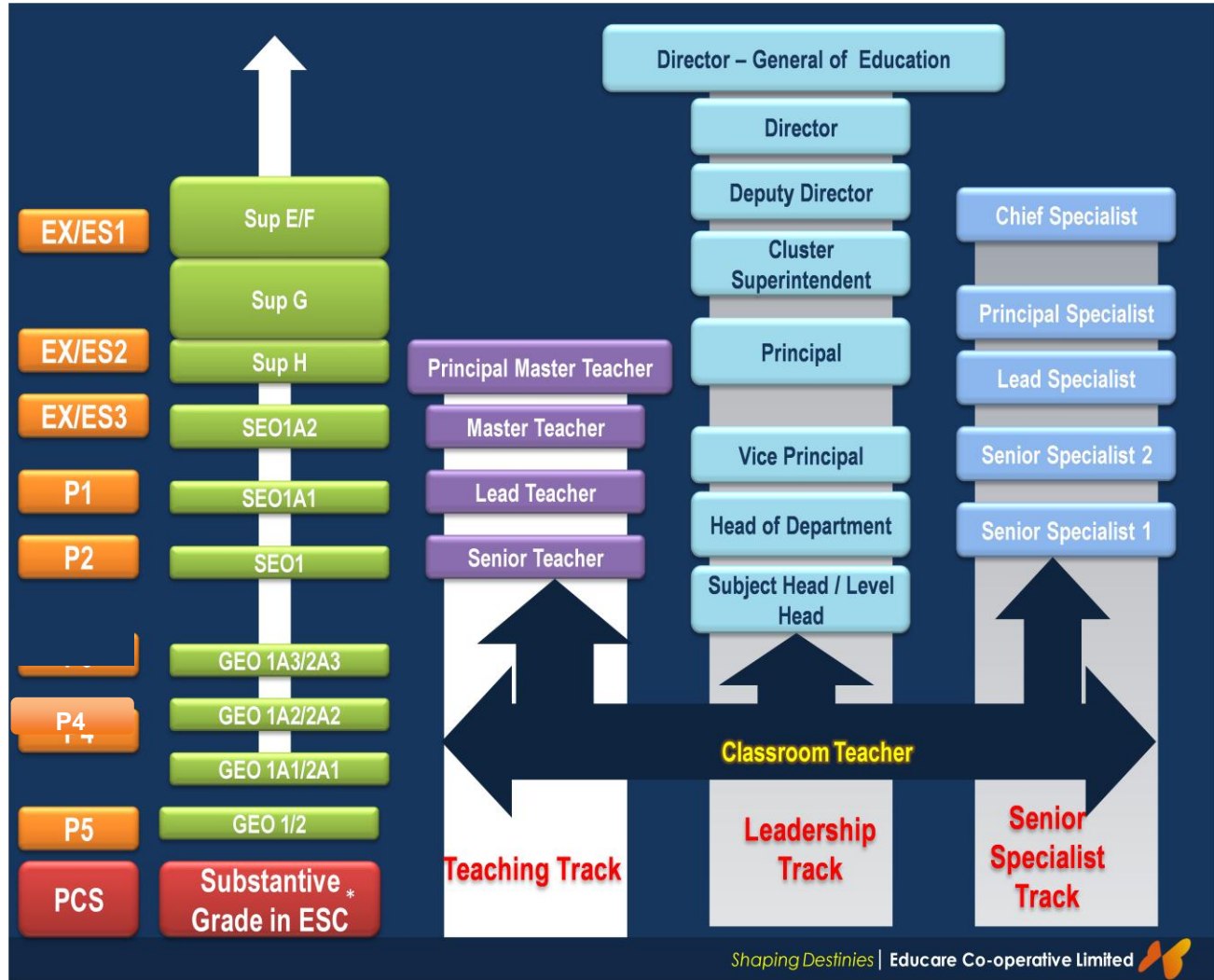
It is recommended that the salary range of graduate teachers should be moved from P5 to P4. All other Position Levels should be promotional grades and with distinctly different roles, scope, and responsibilities.

each position. For example, there is already a Master Teacher position in Bhutan. However the role of the Master Teacher in Singapore is to develop other teachers in an entire Cluster of schools. This person is the “master craftsman” in the teaching of a specific subject and not because he/she is the most senior teacher. This is very different from the role of the Master Teacher as currently defined in the PCS.

Classroom teachers who are already at Position Levels above P2 or even P3 should not suffer a salary cut but be allowed to continue on a “personal-to-holder” basis.

It is recommended that a Task Force be established to plan the implementation details of a new salary scheme for teachers. This Task Force should also ensure that a rigorous performance management system and career progression track is in place before any announcement on a new salary scheme is made. A correct message is critical to ensure that these changes will be accepted by serving teachers and to attract new entrants.

Diagram 3.2: Teacher career progression route



*ESC refers to the Education Service Commission in Singapore

Teacher Performance Management

Performance appraisal is an integral and important part of performance management. As Trethowan says (1987), there is no effective management without appraisal. “Once a person accepts that management is working with and through others to achieve organizational goals, then appraisal is part of that process. It is not an optional extra. The person being managed is entitled to know what the organization goals are, what his or her role is, how successfully he or she contributed to the achievement of those goals last year and what he or she should do to make following year’s contribution even better. Whether the organizational goals were decided by the customers, by the staff, by the owners or by society at large make no difference to the need for appraisal.”

This was supported by Peter Drucker (1955).

Professionals have always resisted attempts to hold them accountable. It is the essence of being a professional – so the doctor, lawyer, engineer or priest has always argued – that one is not accountable to laymen and that qualification rather than performance is the ground of acceptance. This was so but today it is no longer tenable. Society must demand that these people think through what they should be held accountable for and that they take responsibility for their contribution.

The management of performance have at least three key ingredients for the employee:

- Knowing what is required to be done;
- Receiving guidance, support and challenge when required; and
- Receiving regular feedback about progress and achievement.

Managing the professional development of those employees is crucial, particularly to the second of these, and forms the key part of the regular cycle of target-setting, implementing, reviewing, providing feedback, and taking new action. Classroom observation, for example, is an accepted routine in Singapore schools. Appendix A provides an example of a Classroom Observation form used in Singapore schools. Whatever form is used, it is important that the school develops a culture where such observations are not threatening but regarded as a form of feedback from a more experienced colleague.

School leaders or principals are clearly central to the effectiveness of teacher performance, primarily through the way they themselves perform in their role. Not only are they ultimately responsible for how the performance of all the staff of the school is appraised, but their own performance has to be appraised.

Schools should make sure that performance management is seen as one continuous streamlined process that is linked with other school processes of school improvement and school self-evaluation, all of which help the school to focus on its quality of teaching and the impact of standards. Processes are refined to make the evidence of performance fit all school purposes, to avoid the need for additional classroom observation and reduce unnecessary workload.

There are two parts to the annual staff appraisal exercise in Singapore.

- a. **Work Review Form.** The Supervisor or Reporting Officer (RO) and teacher jointly record their views on the teacher's achievements and progress during the period under review. The RO will also discuss the work targets and training plans for the year ahead with the teacher. This is an important tool to record the teacher's contributions and for the RO to guide the teacher on the areas of improvement.
- b. **Development Form.** This is for the assessment of the teacher's overall performance and long term potential. This report is essentially future-oriented. This is a closed report and is prepared by the RO.

Besides the developmental function of appraisal, there is invariably a *judgemental function*. This function, though can be unpleasant, is important in a performance-based salary scheme, described earlier. The appraisal exercise must not be a paper exercise but a real and important factor in determining the promotion, the quantum of any performance bonus and the development of individual teachers.

Bhutan already has in place a process for the appraisal of staff. However, as mentioned earlier, the present instrument is too broad and lacks details about the competencies expected of the teacher. **It is recommended that MoE reviews the appraisal forms to make it more specific for the different positions within the teaching track.**

The table below shows the how explicit the appraisal form is in Singapore. Each competency is explained so that both the teacher and the RO will know exactly what each one means when these terms are used.

Table 3.2: Teacher Competencies for Appraisal

Teaching Competencies	
Core Competency	
Nurturing the Whole Child	The passion and commitment to nurture the whole child.
Cultivating Knowledge	
Subject Mastery	The drive to find out more and stay abreast of developments in one's field of excellence.
Analytical Thinking	The ability to think logically, break things down, and recognise cause and effect.
Initiative	The drive and ability to think ahead of the present and act on future needs and opportunities.
Teaching Creatively	The ability to use creative techniques to help students learn.
Winning Hearts & Minds	
Understanding the Environment	The ability to understand the wider Education Service and to positively use one's understanding of the school.
Developing Others	The drive and ability to develop the capabilities of others and help them realise their full potential.
Working with Others	
Partnering Parents	The ability to work effectively with parents to meet the needs of students.
Working in Teams	The ability to work with others to accomplish shared goals.
Knowing Self & Others	
Tuning into Self	The ability to know one's strengths and limitations, and how they impact on one's performance and interactions with others.
Personal Integrity	The quality of being honest and upright in character, in one's work and dealings with people.
Understanding Others	The drive and ability to understand the thoughts, feelings and concerns of others.
Respecting Others	The underlying belief that individuals matter and deserve respect.

Understanding the meaning of each term is not sufficient. The next section of the appraisal form goes even further. For example, the Teaching Creatively competency is further broken down to specific observable behaviours.

Table 3.3: Observable Behaviour for Teaching Creatively

TEACHING CREATIVELY: The ability to use creative techniques to help students learn.	Target Level	Competency Rating			
		Mid-Year		Year-End	
1. Uses routine methods <i>Teaches using routine methods and provides worksheets and notes.</i>		Not Observed		Not Observed	
		Developing		Developing	
		Competent		Competent	
		Exceeding		Exceeding	
2. Appeals to interest <i>Uses a single technique/approach to teach a concept and ensures learning through simple questioning</i>	GEO 1/2, 1A1/ 2A1	Not Observed		Not Observed	
		Developing		Developing	
		Competent		Competent	
		Exceeding		Exceeding	
3. Uses a range of techniques <i>Uses a range of techniques/ approaches to teach a single concept and uses reflective questioning to help students internalise the concept</i>	GEO 1A2/ 2A2, / 1A3 / 2A3 / ST	Not Observed		Not Observed	
		Developing		Developing	
		Competent		Competent	
		Exceeding		Exceeding	
4. Teaches a range of	ST/LT	Not Observed		Not Observed	

concepts simultaneously <i>Exploits learning opportunities beyond the classroom and integrates concepts in an interesting and unusual way.</i>		Developing	Developing
		Competent	Competent
		Exceeding	Exceeding
5. Inspires learning beyond the curriculum <i>Empowers and motivates children to be creative independent learners beyond the curriculum.</i>	MT	Not Observed	Not Observed
		Developing	Developing
		Competent	Competent
		Exceeding	Exceeding

A feature in the Singapore staff appraisal instrument is the inclusion of the Currently Estimated Potential (CEP) of the teacher. Teachers can be promoted to different grades at **different rates** depending on two factors – his Performance and his CEP. The CEP is what the RO estimates will be the highest position or appointment the teacher can attain in his career. In many ways this is a subjective and intuitive assessment and not based on any set of objective criteria. It is a holistic impression the RO has about the teacher, based on the elements or competencies in the performance appraisal instrument and the interactions between the teacher and RO. Nevertheless it is a useful tool to identify potential school leaders and specialists among the teachers.

There are three caveats worth noting. The first is that the CEP of an officer is not cast in stone but may change with new responsibilities or RO. Each new position or posting is an opportunity for an officer to demonstrate his competencies and “justify” his CEP. If he exceeds the expectations then his CEP may be increased. On the other hand, if he fails to perform, then his CEP may be lowered and, hence, his promotions will slow down.

The second caveat is that the designated positions in the Career Progression Route (such as Senior Teacher or Master Teacher) are promotional positions and the candidates are subjected to a rigorous selection process. For example, in order to be considered for promotion to the position of a Senior Teacher, the candidate must submit a portfolio of his work, contributions, and achievements. A promotional panel at the appropriate level will then decide if the candidate is worthy of the promotion or

position and, more importantly, have the capability to discharge the responsibilities of that position.

The final caveat is that each RO is, in turn, being appraised by another RO. How accurate his assessment of a person's CEP will also influence his own CEP because, in Singapore, the process of identifying and nurturing the next line of leaders is an integral part of the role of any leader.

It is encouraging to note that RCSC requires all persons involved in the appraisal of staff to attend the appropriate training. This should continue, because the quality of the Reporting Officer in the appraisal exercise can either motivate and develop the teachers or demoralise the teachers.

Merit Pay & Incentives

As discussed earlier, Singapore has adopted a performance-based pay scheme instead of a purely seniority-based scheme. The former recognises and rewards performance and competence instead of mere loyalty. The recommendation to adopt a performance-based remuneration scheme was approved by the RCSC in December 2005.

A performance-based pay is only effective and brings about the desired outcomes if it is used with an objective and rigorous performance appraisal system. This system, in turn, requires the school leaders involved in the appraisal exercise to be trained in the use of the instruments. Otherwise, the performance-based pay system may bring about more unhappiness and rivalry amongst teachers.

The effectiveness of any performance-based compensation programme will depend on the answers to two questions. Are the rewards significant enough to lead to a strong response on the part of teachers? And, do these rewards lead to the right retentions and exits?

It seems clear that there should be strong rewards for individual classroom performance. Yet, at the same time, it is appropriate also to consider some group rewards. Some aspects of teachers' jobs clearly involve joint activities with other teachers and staff. These activities should be acknowledged and rewarded. Some would even argue that only group rewards should be considered because otherwise teachers might enter into competition with other teachers, lessening the cooperation that is necessary in schools. This latter argument almost certainly goes too far,

because good teachers would not be encouraged to go to schools in need if there were only group rewards.

It need not be an “either-or” decision between individual and group rewards. Group rewards, for example, could be the allocation of additional funds for staff wellbeing or professional development when the school showed significant improvement in, for example, academic results or significant reduction in absenteeism. At the school level, the Principal could decide on apportioning part of this reward to certain departments or groups of teachers directly involved in this improvement. The performance appraisal and the accompanying rewards for individual performance could still continue.

The correct split between group and individual rewards needs further work, although the data on the variations of performance within schools suggests that individual rewards should be very strongly encouraged.

It is recommended that recognition of good performance should not be restricted to monetary rewards alone. Opportunities for professional growth can often be a powerful motivating factor for teachers. In Singapore, for example, teachers can apply for extended study locally or overseas, as shown in Table 3.3. As such, Bhutan can consider availing a loan option to deserving teachers who wish to upgrade their qualification and pursue higher studies.

Good teachers in Singapore can also look forward to enhanced professional leave of up to 2 months to allow them to attend longer courses or even be attached to other institutions or organisations to gain new knowledge and ideas. Good teachers are also recognised through national awards such as the annual President Award for Teachers (PAT) awarded by the President of Singapore.

Table 3.4: Professional Development Packages

Package	Description	Types of Degree Programmes
Package A	Interest-free study loans of \$3,500 - \$9,000 per annum and no-pay leave	Bachelor/Masters Full-time / Part-time Local / Overseas
Package B	Reimbursement of course fee of up to 60%, subject to cap of \$6000	Masters Part-time

		Local
Package C	Study grants of \$9,000 - \$12,000 per annum and no-pay leave	Bachelor/Masters/PhD Full-time Local/Overseas
Package D	Study awards with full sponsorship of course fees and full-pay/no-pay leave	Bachelor Full-time Local/Overseas
Package E	Postgraduate scholarships with full sponsorship of course fees and full-pay leave	Masters/PhD Full-time/Part-time Local/Overseas

Note: Package A may be taken with Package C and D.

In view of the special challenges Bhutan faces in recruiting, motivating and retaining teachers in the rural areas, the above incentives could be further redesigned to favour teachers who are prepared to teach in these areas.

Retention

Attention should be paid to the retention of good teachers. As mentioned in the beginning of this chapter, the retention of good and experienced teachers have a direct impact on the quality of education. The valuable experience gained by teachers will also be lost when they leave the service. Furthermore, it is costly to the system to recruit and train teachers.

Although school leadership and culture play a significant role in the retention of teachers (these are discussed in greater depth in the chapter on School Leadership), there are policies and schemes that go beyond the authority of schools.

One such initiative Singapore has developed is the *CONNECT Plan*. Under this plan, the government deposits a certain amount of money for each teacher each year and cash payments are paid out at defined points every 3 to 5 years. The payouts are higher in the first 20 years of service (when the teacher's personal needs are higher)

with the maximum payout for a graduate teacher, for example, at Year 15 when he/she will be paid S\$36,100. The total payout after 30 years of service is S\$168,800. Details of the *CONNECT PLAN* are provided in Appendix B.

It is recommended that Bhutan implements a similar plan to retain the services of teachers. However the quantum must reflect the financial resources available.

These nationwide policies can play a part in the retention of teachers. However, much will depend on the school leadership and, concomitantly, the school culture. These will be discussed in the chapter on School Leadership.

Staff Wellbeing

One of the other key measures to determine the optimum performance of teachers is to ensure that the morale of the staff is high, without sacrificing the primary goal of providing the best education for the students. Staff wellbeing must be an important concept for Bhutan so that schools not only support but exemplify workplaces which promote the Bhutanese concept of “happiness”.

To relieve teachers of duties which can be undertaken by non- teachers will enable teachers to focus on their primary tasks of actual classroom teaching and other related essential tasks which include lesson preparation and marking. Examples of these duties include warden and kitchen supervisory roles. **It is recommended that the deployment of trained support and paraprofessional staff be considered so that teachers can be freed of a non-core workload.**

A part-time teaching scheme could be introduced to support teachers with family commitments, such as young children or aging parents. The rationale is that this alternative is better than losing such teachers from the service entirely. However, clear policy guidelines on the eligibility for such part-time teaching are necessary to prevent abuse.

The concerted publicity, the enhanced salary, and a well-defined career progression track seemed to have worked for Singapore. It now recruits only the top 30% of each cohort of graduates every year. This was not the case some years ago when teaching was not well regarded by the public. However, it must be recognised that Singapore was able to achieve this after years of concerted efforts to improve the remuneration, status, and image of teachers. Bhutan will need to balance the quality

with the number of new teachers it needs to recruit and see this as a medium- to long- term goal.

Summary of Recommendations

The following are recommended:

- 3.1 The MoE develops a comprehensive strategic plan to improve the image of teachers in Bhutan.
- 3.2 The Bhutan government encourages the establishment of professional associations.
- 3.3 The MoE should also make greater use of ICT to reach out to the young graduates.
- 3.4 Bhutan considers mid-career teachers as one strategy to increase the intake of teachers.
- 3.5 Bhutan revisits the concept of attaching applicants to school to assess their suitability before they attend training in the colleges of education.
- 3.6 The salary range of graduate teachers be moved from P5 to P4. All other Position Levels should be promotional grades and with distinctly different roles, scope and responsibilities.
- 3.7 The original objective of the Scarcity Allowance, which is to build the national capacity of teachers, remains. Expatriates should not be paid scarcity allowances.
- 3.8 A certain number of expatriate teachers be recruited to assist in the professional development of teachers at the school level.
- 3.9 Bhutan adopts the 3-track career progression route to recognise and retain effective teachers who, in turn, can help to develop other teachers.
- 3.10 A Task Force should look into the details of the enhanced salary and Career Progression Route to ensure that it will not affect the morale of teachers. The performance management system should be used to moderate the salary increases for serving teachers. This Task Force should also formulate an appropriate communications plan to address the concerns of teachers, other civil servants, and

the public.

- 3.11 MoE reviews the appraisal forms to make it more specific for the different positions so that a more objective evaluation of the performance and developmental needs of the individuals is possible.
- 3.12 Recognition of good performance should not be restricted to monetary rewards alone.
- 3.13 Bhutan implements a plan similar to Singapore's *CONNECT Plan* to retain the services of good teachers.
- 3.14 The deployment of trained support and para-professional staff should be considered so that teachers can be freed of non-core duties.



CHAPTER FOUR: Rural Schools

The EPGI-2008 statistics shows that Bhutan has a teacher-student ratio of 1:28. This is comparable with most South Asian countries which have an average ratio of 1:26.4 (UNESCO, 2008). The challenge, therefore, is not the number of teachers per se but the geographical terrain which required the establishment of small schools, with as few as two teachers, in isolated localities. One of the major concerns of the Bhutanese government is the availability and quality of teachers in these rural schools. In a mountainous country such as Bhutan, the recruitment, professional development, and retention of teachers in the rural areas will be more challenging. This, in fact, was also identified as one of the issues in the TQE Situation Analysis.

In an attempt to resolve this critical challenge, the RGOB formulated three, possibly conflicting policies with regards to the posting of teachers to rural areas. The first policy is the requirement in the Position Classification System document that “a civil servant moving to a senior position at P2 and above should have completed a minimum of 3 years in a rural post”. The other two policies were issued by the MoE’s Human Resource Management Division (HRMD) which states that “all teachers should compulsorily work for a minimum period of 3 years in a remote school in one’s service period” and “all fresh graduates should initially go to remote schools”, except for female and married teachers.

While it is recognised that these policies are not strictly implemented at different levels, it is nevertheless a concern because the combined impact of these 3 policies to may lead to unintentional negative consequences.

- a. There are slightly more than 500 primary and secondary schools in Bhutan and the average annual intake of teachers to the colleges of education is also about 500. In order to implement the policy of requiring all new teachers to go to rural schools for 3 years, it may lead to a disproportionate number of beginning teachers in many rural schools, which also tend to be small. The result is that there may not be sufficient experienced teachers in all rural schools to guide beginning teachers posted there. The initial years of a beginning teacher are critical to teacher quality. There will not be a sufficient number of experienced teachers in these schools to help these beginning teachers translate and transfer what they have learned in the colleges of education to the real classroom environment. This will be particularly difficult for small schools with very few (as few as two) teachers.
- b. The rural posting may lead to an increase in the attrition rate of teachers. The initial years of a teacher are sometimes referred to as “the survival

phase”. Requiring new teachers to be posted to rural schools may add to the challenges faced by beginning teachers and lead to higher attrition.

- c. Assuming that the policy to link promotions to rural school postings is to ensure that those promoted would have a better understanding of the needs and challenges of rural schools and teachers, then it is important to ensure that the number of positions available in rural schools must be more than the number of vacancies at P2 and above levels. However, if the two policies from MoE’s HRMD are strictly implemented, then there may not be sufficient positions in rural schools for this purpose. The practice of “exceptions” to explicit policies often leads to more complicated consequences. If a policy cannot be implemented then it is more prudent not to have that policy at all.

Therefore it is necessary to tweak the three policies and ensure that there are experienced teachers (who are being considered for promotion to P2 level) to mentor and guide the beginning teachers posted to rural schools. It is recommended that this is a deliberate and conscious process on the part of the HRMD of the MoE.

It is recommended that the MoE reviews the policies regarding the posting of teachers to rural schools and ensure that the policies are complementary and sustainable at the implementation level in order to meet the larger goal of improving teacher quality.

Incentives

It is noted that the only incentive for teaching in a rural and remote school is the *Difficulty Area Allowance*. This should remain. However, feedback suggests that this allowance is not enough to encourage more teachers to go and teach in the rural areas. This reluctance is consistent with the findings of a World Bank study of rural schools in Africa (World Bank, 2008) which states that to “be effective, incentives need to be significant in scale”.

It is recommended that the goal of encouraging more teachers to teach in rural schools could be better achieved if a holistic package be considered. The package could include all or some of the following (please see also Table 4.1 for more suggestions):

- f. Free comfortable accommodation, which commensurate with that of a professional in the area, should be provided. The provision of suitable

housing was also identified as a key incentive in the World Bank study cited earlier. The living standards of teachers will contribute to a positive image of teaching, thereby encouraging more people to join teaching. The present RCSC policy with regards to Government Accommodation may need to be reviewed.

- g. Teachers with older children be given priority for admission to boarding schools in nearby towns. The education of one's children is a primary concern of all parents, particularly for teachers, and can be a major factor in deciding if a rural posting should be accepted.
- h. Teachers from the same town or village be given a "home posting" to strengthen the links with his/her community.
- i. Effort be made to provide employment opportunities for spouses.
- j. Priority be given to teachers for enhanced professional leave. This leave should be linked to the requirement to return to the same school for a specific period of time. Otherwise this incentive will undermine the very purpose it was intended – to retain good teachers in rural schools.

It is recommended that the Difficulty Allowance be commensurate to the level of difficulty in the particular locality in relation to the geographical and demographical conditions and infrastructural challenges.

Getting teachers to accept a posting to a rural area is only half the battle. Assuming that MoE agrees that a high staff turnover and too many beginning teachers (in one school) may not be in the best interest of rural schools, it is recommended that steps should be taken to retain a sufficient number of experienced teachers. Besides the policies discussed earlier, schools in the rural areas should also consider the following:

- a. Involvement of the community in the selection of recipients of Teacher Awards so as to improve the standing of teachers in the community.
- b. Improving the physical working conditions of teachers in rural schools.
- c. Greater emphasis given to develop the capacity of rural schools, particularly the school leaders, to manage and lead their own professional learning activities in order to overcome the physical isolation of such

schools. The quality of school leaders in rural schools is more critical and, in fact, good leaders will be able to capitalise on the “autonomy” imposed by the geographical isolation and do more for their teachers and schools.

- d. School leaders and teachers be provided with opportunities, and encouraged, to participate in grassroots organisation and community development activities. Such involvement will develop a sense of community and belonging and, hence, encourage more teachers and school leaders to regard the village or town as *home*.

School Leadership

Although the quality of school leadership has a direct impact on the quality and retention of teachers (and this will be discussed in greater depth in a later chapter), it is even more critical for a rural school. School leaders must not only be concerned about the morale of the teachers, they must also take greater responsibility for the continual professional development of the teachers because of the isolation of these schools. It is difficult and disruptive to require teachers to travel long distances for centralised training. It is imperative for school leaders to acquire the knowledge and skills needed to develop rural schools into *professional learning communities* so that the teachers can help themselves learn and improve.

It is recommended that priority be given to develop the leadership of rural schools as well as incentivise these principals so that these schools will be self-sustaining learning communities.

It is recommended that principals who thrive with greater autonomy and minimal supervision be identified and considered for posting to rural schools.

Use of Technology

Technology can help to alleviate the disadvantages of the geographical isolation of rural schools. Technology could be useful not only for student learning but also for and the professional development of teachers.

It is recommended that rural schools be provided with the necessary infrastructure, knowledge, and hardware to capitalise on the power of technology for the professional development of teachers. As some schools are more accessible than others, it is important that the schools which are accessible

utilise this which will provide for mobile connectivity. Through this, teachers can benefit from watching training videos such as Education Television Programmes and other instructional coaching videos for purposes of teaching and learning. Schools which are less connected can utilise data cards for the same purpose.

Table 4.1 : Strategies to Improve Teacher Quality in Rural Areas³

Teacher needs/ Policy area	Economic considerations	Organizational support	Professional development	Social considerations
Teacher recruitment	<p>Provide incentive allowance for teaching in difficult areas.</p> <p>Provide incentives to high-ability local youth to become teachers in their own communities.</p>	Development of community-school councils for local recruitment of teacher candidates.	Develop programs for school-based education/certification of locally recruited teachers through pre-training teaching stints under the guidance of a mentor.	<p>Develop programs to increase teachers' social status and recognition through local/district awards system or co-opting them into local governance councils</p> <p>Recruit local students who are already familiar with language and culture.</p>
Teacher deployment	Offer extra credit toward promotion for teaching in rural areas.	<p>Use school-community councils to select teacher candidates; could also have monitoring, follow-up, and orienting roles for new teachers.</p> <p>Create organizational mechanisms to ensure that teachers recruited</p>	Provide special preparation for teaching in the rural areas prior to teachers taking up assignments (including training in multi-grade teaching and working under difficult	<p>Develop means of overcoming the image of social isolation through at least quarterly interactions at district centres.</p> <p>Develop strategies to support deployment of</p>

³ Some of these strategies could apply to urban schools.

		and trained for work in the rural areas are indeed placed there.	conditions).	husband/wife teams. Offer free housing as part of teaching contract. Cover moving costs to remote locations.
Teacher retention	<p>Payment of overtime for extra work/preparation</p> <p>Community contributions toward teacher welfare/earnings.</p>	<p>Organize school clusters and/or working groups for peer support and group problem solving.</p> <p>Empower teachers as co-developers of school curriculum and in-service education programs.</p> <p>Solicit community for teacher aides and guest instructors.</p> <p>Promote special recognition of teachers by community.</p> <p>Use decentralized systems of resource (e.g., textbooks) provision and distribution.</p>	<p>Provide access to teacher education/ teacher upgrading courses (through distance or extension education).</p> <p>Make in-service teacher education relevant to teacher needs in the rural areas.</p> <p>Involve teachers/ teacher groups in the planning and implementation of their own in-service education.</p>	<p>Maintain housing provision.</p> <p>Cover costs of occasional "home visits" for those not originating in school vicinity.</p> <p>Provide assistance for health care and education of family members.</p>

Adapted from: Tatto, M.T. (1997). Teachers working in the periphery: Addressing persistent policy issues, in Nielsen, D. & Cummings W. (Eds.) *Quality Education for All: Community-Oriented Approaches* (pp. 139-181), NY: Garland.

Summary of Recommendations

The following are recommended:

- 4.1 MoE reviews the policies regarding the posting of teachers to rural schools and ensure that the policies are complementary and sustainable at the implementation level in order to meet the larger goal of improving teacher quality.
- 4.2 Steps should be taken to retain a sufficient number of experienced teachers in rural schools.
- 4.3 The Difficulty Allowance commensurates to the level of difficulty in the particular locality in relation to the geographical and demographical conditions and infrastructural challenges.
- 4.4 Priority be given to develop the leadership of rural schools as well as incentivise these principals so that these schools will be self-sustaining learning communities.
- 4.5 Principals who thrive with greater autonomy and minimal supervision be identified and considered for posting to rural schools.
- 4.6 Rural schools be provided with the necessary infrastructure, knowledge and hardware to capitalise on the power of technology for the professional development of teachers.



CHAPTER FIVE: School Leadership

“I will protect you as a parent, care for you as a brother and serve you as a son. I shall give you everything and keep nothing; I shall live such a life as a good human being that you may find it worthy to serve as an example for your children; I have no personal goals other than to fulfill your hopes and aspirations. I shall always serve you, day and night, in the spirit of kindness, justice and equality.”

Madhavrao Scindia Memorial Lecture, 2009
Delivered by His Majesty Jigme Khesar Namgyel Wangchuck,
the 5th King of Bhutan

The importance and role of school leaders is beautifully and succinctly captured in His Majesty’s address at the Madhavrao Scindia Memorial Lecture in 2009. School leadership is not management. School leadership is not about control or “leading the charge”. School leadership is all about serving and supporting the teachers and students in a common quest to improve the lives of the people of Bhutan.

Leithwood (1995 in Fullan 1997)

“found that school leadership made the single largest contribution to school restructuring through supporting and helping develop teachers’ commitments, capacities and opportunities to engage in reform”

This pivotal role of school leaders is even more important for Bhutan, particularly for rural schools, than Singapore because the latter is a small city state where travel and communication of ideas is much easier and, thus, a strong centralized leadership may compensate somewhat for the lack of strong leadership at the school level. In spite of this, Singapore has paid much attention to the development of effective school leaders.

Studies have shown that school leadership plays a critical role in determining the quality of education in any school. While school leadership studies in the past tended to emphasize the behaviours and traits of formal leaders in an organizational setting, the distributed concept emphasizes how leadership is shared among leaders at

different levels of the school hierarchy. The term leadership, as opposed to leaders, must extend beyond that of formal *position leadership*. In fact, there is increasing interest in concepts such as *learning organisations* and *teacher leadership* in attempts to improve schools.

The concept of learning organisations was first popularised by Peter Senge in his book *The Fifth Discipline*. All principals in Singapore are exposed to this concept. Although this report is not on the concept of Learning Organisations per se, an understanding of this concept is useful in understanding subsequent concepts. A useful article by Ron Brandt is attached in Appendix C for reference.

Closely linked to the learning organisation movement is the increasing interest in the concept of *Teacher Leadership* as schools around the world try to cope with the rapid changes that education is confronted with. The main argument is that just as it is no longer sufficient for schools to be mere implementers of decisions made by a central authority, it is no longer sufficient for teachers to be mere disseminators of a fixed body of prescribed knowledge – when information and knowledge is expanding at such an exponential rate. Schools and teachers must have the autonomy and capacity to respond to the rapidly changing needs of the students, while maintaining basic standards outlined by national authorities. This ability to respond to these changes is only possible when teachers exercise leadership at all levels in the school. Educare has developed a model, called the 3PO Teacher Leadership Model (please see Appendix D), that summarises the different forms of leadership that a teacher can, or is expected to, exercise.

It is therefore recommended that greater attention should be paid to the identification, selection and training of school leaders, which include Heads of Department (HOD), Vice-Principals (VP) and Principals (P). The goal of effective school leaders is to develop schools as “*communities of leaders*” and “*communities of learners*” (Lambert, 1995) in order to bring about ongoing and sustainable school improvement, particularly in the rural areas.

School Culture

We are beginning to understand that developing teachers and improving the quality of their work involves more than tinkering with change. What is needed is a major change in many ways, a change of mindset for all concerned. The ways teachers teach, in particular, are rooted in their personal backgrounds, beliefs, and values. There is the culture of the workplace which we should try to improve. In fact, Hargreaves (1997a; 1997b) argues that cultural change is central to be the business of educational change. Such a culture is one where there is collegiality (which goes beyond congeniality) among the staff, particularly the teachers, who share experiences and perceptions about what is best to be done for the good of the students. Teachers need to feel that they are valued members of a vibrant community of learners which constantly focuses on improving student learning.

School leaders, particularly the Principal, play a crucial and critical role in nurturing such a school culture. In fact, it could be said that the ability of the Principal to develop this culture is far more important than his administrative ability. Singapore spent millions of dollars in the early 90's to train school leaders so that they are able to create such cultures in the schools.

It is recommended that greater emphasis be given to training which equips school leaders with competencies which go beyond school administration and include knowledge and skills in organisational development, as recommended by the RCSC.

The engagement of external consultants to work with whole schools in order to bring about the necessary cultural changes should also be considered.

School Autonomy

One of the key findings from the TQE Situation Analysis is that almost all MoE officers and Principals were of the view that there should be greater autonomy for schools. This is consistent with the recommendations of the Education Without Compromise (EWC) document and the growing movement in many organisations worldwide to de-centralise their management and decision-making functions in order to cope with the pace of changes. Related to decentralization is the need for greater autonomy, with corresponding responsibilities, which is essential in a decentralized organizational structure. An autonomous school is not an independent school but, rather, operates within a centrally determined framework of authorities and

responsibilities and is publicly accountable since it is largely dependent on public funds.

Greater autonomy usually starts with greater control over an organisation's budget. One possible way is to provide schools with an annual budget, excluding staff salaries, with clear guidelines on the how each line within a Line Item Budget could be used. The scope for each line can expand as principals become more comfortable and proficient with greater autonomy.

Another visible form of autonomy is to award schools with monetary rewards/bonus if they achieve certain targets⁴. The school can decide how best they want to use this reward/bonus. Forcing schools to make such decisions are powerful opportunities to learn how to use their, albeit limited, autonomy to benefit their schools.

In other words, besides the formal training suggested below it is important to use a deliberate and calibrated approach in granting school autonomy. Too little autonomy may frustrate schools who want to do more while too much autonomy may set them up for failure.

Attributes and Competencies of School Leaders

The personal attributes of effective school leaders include passion and commitment (particularly a desire for student success), and a capacity for personal reflection. Values of social justice and equity underpin the passion, enthusiasm, persistence, and optimism of successful leaders.

Quality school leadership is difficult to define. A recent operational definition is that quality leaders mobilize and work with others to articulate and achieve shared intentions. Quality leadership provides direction, involves a process of influence with intention, and is value-based and vision-driven. Effective leadership is responsive to context and adaptable in the face of change and the list below provides a snapshot of some of the key roles of a leader:

- Set directions by identifying and articulating a vision that creates high performance expectations;
- Develop people by offering intellectual stimulation, demonstrating care, and providing individual support;

⁴ A more fair way to evaluate and reward schools would be to use the concept of “value add”. Using absolute achievements may not be the fairest way because the quality of the intake of students is beyond the control of schools.

- Establish collaborative processes and provide opportunities for teacher-leadership, professional learning, reflection and debate;
- Understand their school’s community and create strong partnerships with stakeholders, including home-school linkages; and
- Value and empower students by encouraging teachers and the school community to value the social and cultural capital of its students through shared-decision making and support for students as leaders,

The table below summarises the core competencies of school leaders.

Table 5.1: Core Competencies of School Leader

<p>The Leader as a Visionary</p>	<ul style="list-style-type: none"> ▪ Identify and articulate a vision for the school ▪ Develop strategies to achieve this vision ▪ Inspire and enthuse the staff and other stakeholders to embrace the vision ▪ Use direct and indirect persuasion to influence others ▪ Create high performance expectations
<p>The Leader as a Strategist</p>	<ul style="list-style-type: none"> ▪ Recognise and understand the impact of external and internal changes on education ▪ Recognise patterns and trends across seemingly unrelated situations ▪ Identify key issue or concept in a complex situation and communicates this effectively to others ▪ Create new thinking with a long-term perspective
<p>The Leader as a Team Member</p>	<ul style="list-style-type: none"> ▪ Communicate effectively ▪ Recognise and identify the strengths and weaknesses of each team member ▪ Listen, acknowledge and build on the contributions of team members ▪ Guide, protect and support team members ▪ Inspire and motivate team members to achieve the school’s vision, particularly during difficult moments ▪ Lead by example
<p>The Leader in the Formal Organisation Structure</p>	<ul style="list-style-type: none"> ▪ Implement national policies and procedures at the school ▪ Explain the rationale behind national policies to others ▪ Develop and strengthen a positive school culture

	<ul style="list-style-type: none"> ▪ Develop and implement an appropriate organizational structure ▪ Build and nurture collaborative processes ▪ Develop, nurture and guide the staff ▪ Identify, stretch and develop staff members with potential ▪ Influence the professional development of the staff ▪ Provide feedback and suggestions at meetings in a constructive manner
<p>The Leader's Personal Attributes</p>	<ul style="list-style-type: none"> ▪ Act decisively ▪ Think and act ahead of time in order to seize opportunities or to avoid pitfalls ▪ Anticipate future opportunities or problems not obvious to others ▪ Work under ambiguous conditions ▪ Accept change ▪ Adapt strategies, plans or goals to fit changing circumstances ▪ Listen to and value the views of others ▪ Engage in constant reflection in order to improve oneself and contribute to the goals of the school.

It is recommended that the competencies listed above be used for the following purposes:

- a. As core skills and competencies in the training of middle management and Principals.
- b. As criteria for the selection of candidates for appointment as school leaders.
- c. To be incorporated into the formal annual appraisal instrument in order to identify training needs of the leader

Summary of Recommendations

The following are recommended:

- 5.1 Greater attention be paid to the identification, selection and training of school leaders, which include Heads of Department (HOD), Vice-Principals (VP) and Principals (P).
- 5.2 Greater emphasis be given to training that equips school leaders with competencies that go beyond school administration and include knowledge and skills in organisational development, as recommended by the RCSC.
- 5.3 It is recommended that a set of core competencies for school leaders be developed and used for the following purposes:
 - As core skills and competencies in the training of HODs, VPs, and Principals.
 - As criteria for the selection of candidates for appointment as school leaders.
 - To be incorporated into the formal annual appraisal instrument in order to identify training needs of the leaders.



CHAPTER SIX: Training & Development

While the preceding chapter focused on school leadership, it is also important to ensure that the colleges of education in Bhutan are able to train sufficient number of teachers, particularly in areas of shortage, with the required values, attributes, knowledge, and skills.

An in-depth study and analysis of the pre-service provisions in Bhutan is beyond the scope of this consultancy. Nevertheless, this important sub-system within the education system cannot be ignored because it has a direct impact on the quality of teachers in the schools. As such, this report will only focus on three recommendations that have a direct impact on the quality of teachers.

- a. Greater collaboration between the colleges of education and schools as equal partners
- b. Involvement of the colleges of education in the PD of teachers and the training of school leaders
- c. Role of colleges of education in enhancing the image of teachers

It is recommended that there should be greater symbiotic collaboration between colleges of education and schools on an equal partnership basis. It is assumed here that there is already close working relationship between the colleges of education and the MoE to ensure that the training provided by the former is in line with the impending changes that the MoE intends to introduce. There is growing interest, and positive feedback, in the *partnership school* model in the US. In the partnership school model, faculty from the universities work as equal partners with teachers in the school. At the same time, some teachers are involved in conducting lessons in the universities. Evidence has shown that this is a powerful model in the development of teachers and schools and, ironically, is even more beneficial for the university faculty. Bhutan may not yet be ready to embark on such a close relationship. However the colleges of education in Bhutan can and should work with schools and the MoE in the following areas:

Practicum (or teaching practice) - In Singapore, the practicum takes the form of a brief period of attachment to schools for *school experience*, followed by a longer period of *block teaching*, the precise length of which would depend on the type of programme. In general, practicum supervision consists of three main features: (a) lesson observations preceded and followed by conferencing, (b) the supervision triad involving the Cooperating Teacher (CT), teacher trainee and university supervisor, and

(c) feedback on and assessment of teaching performance. These three features, taken together, are intended to help the teacher trainee understand the nature of teaching and the teacher trainee's own strengths and weaknesses in working with pupils in a classroom setting. The CT is appointed by the school for his/her teaching experience and her ability both to work with beginning teachers and articulate his/her own views on teaching.

Research - Schools should not merely be the subject of research. Teachers can be involved as co-investigators in education research and even co-authors of the resulting papers. The researcher from the university will be able to provide the theoretical knowledge while the teachers may contribute the ground or practitioner knowledge.

Design of courses and programmes - Involvement of teachers will provide valuable input and ensure that knowledge and skills meet the real needs of teachers and schools.

The colleges of education, in collaboration with MoE, play a key role in developing a Professional Development Continuum for the various positions in the Teacher Career Progression Route, such as Master Teacher, Head of Department, and Principal. These, sometimes referred to as "milestone training", are compulsory courses that teachers are required to successfully complete before they can assume the positions. It is at these courses that the required competencies associated with each position are taught.

However, at the steady state, the curriculum for these milestone training courses should avoid duplication since each course is part of a continuum, i.e. each course should build on the competencies taught in earlier courses.

The colleges of education should also recognise the important role they play in enhancing the image of teachers. The question as to whether teaching is a profession or not have engaged teachers and the public in all societies for generations. How each society answers this question has a direct impact on the recruitment of teachers. Without going into an academic discussion on this issue, it suffices to say that colleges of education play an important, but challenging, role. Colleges of education have to manage the tension between theory and practice. A mastery of theories is often regarded as a pre-requisite for a professional. Yet there is a need for the mastery of skills for a teacher to be effective in the classroom. The colleges of education therefore face the tremendous challenge of ensuring that the

teacher trainees have sufficient theories to know the “why’s” of their practice and at the same time have sufficient time to master the skills. How the colleges project this to the public contributes to the image of teachers – a professional or a craftsman.

Support for New Teachers

Every teacher should have structured support during the first year of full-time teaching. This should build on their initial training, where strengths and development needs will have been identified, setting pace and direction for future professional development.

The aim of providing structured support to beginning teachers is to allow them to translate and practice the skills learned during the pre-service training.

All schools should be encouraged to put in place a well-conceived and well-structured learning programme that supports the professional growth of beginning teachers. This is different from the induction programme mentioned earlier in three ways. The induction programme is a shorter programme. The induction programme includes experienced teachers who are new to the school. Finally, the level of support provided in the induction programme is less intensive.

The types of support offered to beginning teachers by schools in the UK, for example, may include:

- Beginning teachers are expected to teach a maximum class commitment time equivalent to 70% of an experienced teacher;
- A comprehensive school-based induction system, with well-planned and effective mentoring and induction programmes;
- Support and guidance from mentors who help beginning teachers fulfill their daily school duties satisfactorily and meet their schools’ professional requirements;
- Administrative arrangements in the school to facilitate frequent interaction and the exchange of information and views on professional issues between beginning teachers and mentors, such as the allocation of common free periods and convenient seating arrangements in the staff room;

- Both formal and informal sharing and training programmes for beginning teachers in areas that meet their immediate needs, for example in classroom management, communicating with parents and students, and teaching strategies for handling learner diversity; and
- The provision of an environment in which there is a strong culture of collegiality, involving professional collaboration and reflective practice among teachers.

It is recommended that schools recognise that beginning teachers need help and support and that this is the school's responsibility.

Induction of New Teachers

Formal induction programmes for new teachers constitute an important first feature of beginning teachers' work environment. Although the term "new" refers mainly to fresh graduates from the teacher training institutions, it should also include teachers who are new to a school. Every school has its unique policies, expectations, and ways of doing things. The sort of school leadership and culture discussed above requires an appropriate structured induction programme for experienced teachers newly posted to the school so that they can fully engage in their own growth and the growth of the school.

The induction programme for experienced teachers could be a subset of a more comprehensive induction programme for fresh entrants to the teaching force.

The importance of a collegial environment and strong professional relationships between teachers should not be underestimated. A well conducted induction programme can help to increase the efficacy, efficiency, and job satisfaction of teachers and thus reduce attrition.

It is recommended that all schools develop and implement comprehensive induction programmes for all new teachers joining the schools. The involvement of the faculty from the colleges of education in the development of the induction programmes is strongly encouraged.

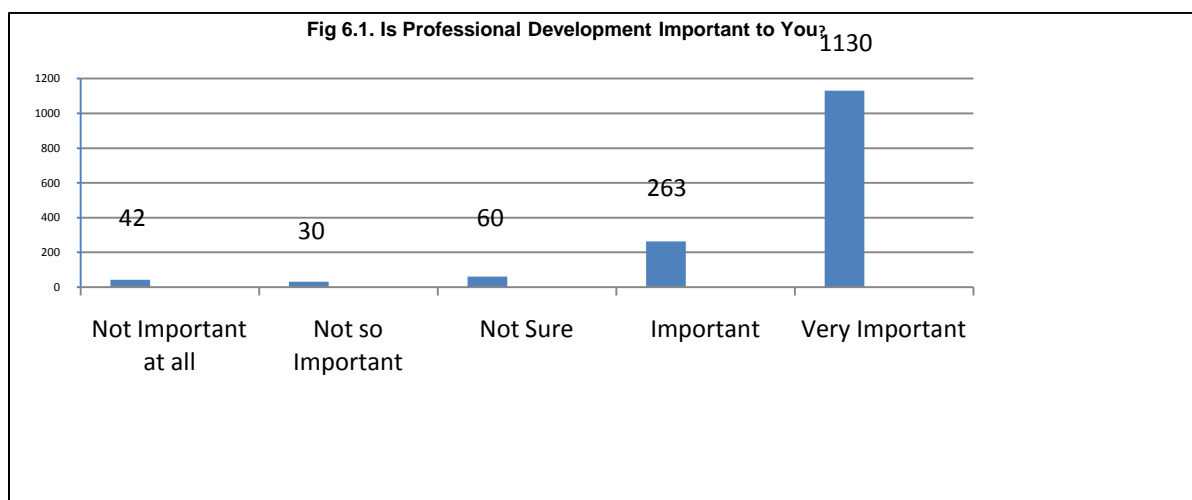
Professional Development

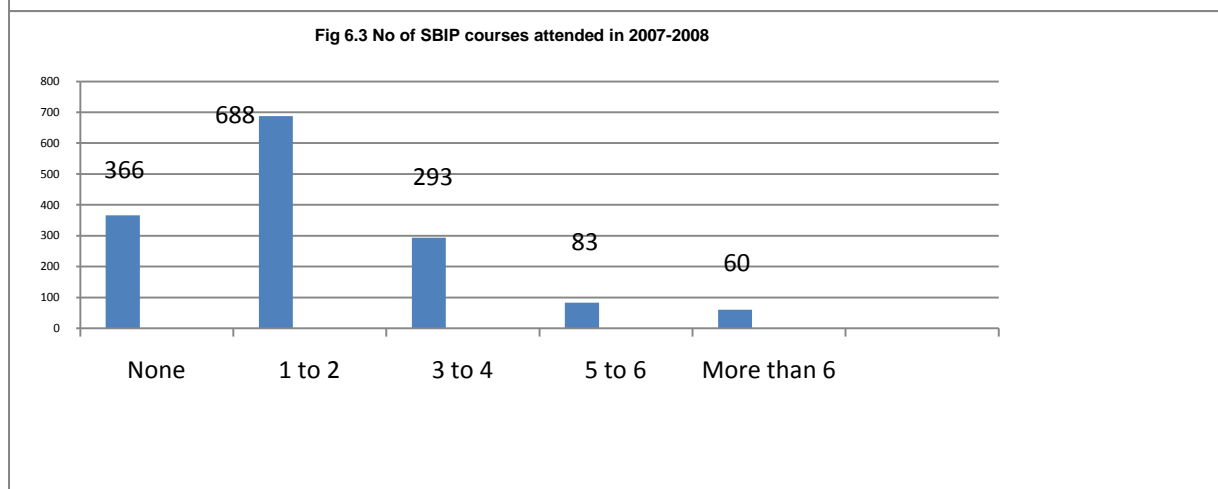
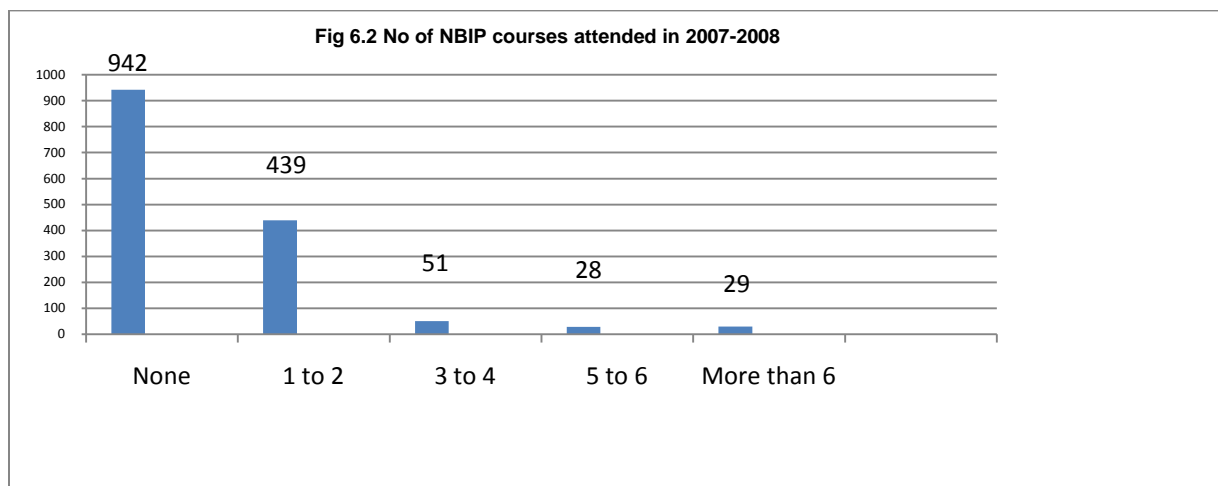
While the initial or pre-service teacher training is important, the continual professional development (PD) of serving teachers may be even more critical for two reasons. The first reason is that it is unrealistic to wait for sufficient number of new teachers to graduate and join the teaching service before Bhutan can change its education system. Bhutan will need to develop its present teachers to bring about the desired change while changing the pre-service training. The second reason is that all research and evidence showed the importance of involving teachers in their continual learning, especially during this period of rapid change. If we want students to be lifelong learners, then teachers must model this behaviour!

Even though Singapore has achieved a steady stream of new teachers (to replace those leaving the service) it still places significant emphasis on PD. The Singaporean Ministry of Education allows each teacher 100 hours for professional development, which include attendance at workshops, courses, training for advanced degrees, and short sabbaticals.

In the situation analysis, our survey of teachers in Bhutan showed that teachers were quite clear about the importance of professional development for their career advancement, as Fig. 6.1 shows. Almost all respondents agreed that professional development was important and for many (74%) very important.

While professional development is regarded as important, it is surprising that not many teachers attended any of the professional development courses or workshops in the last two years as shown in Fig 6.2 and Fig 6.3 (with 69% not attending any and 30% attending 1-2 courses in the case of NBIP and 24% not attending any and 46% attending 1-2 courses in the case of SBIP).





Educare understands that one of the reasons for the large difference between the number of teachers who have attended NBIP courses and the SBIP courses is the “cascading” model adopted in Bhutan. Under this model, selected teachers attend NBIP courses and are then required to conduct these courses back in their schools.

This model has two major weaknesses. While this model may suffice if the courses merely require the transmission of an inert body of content, it will not be effective if the teachers (who have attended the NBIP courses) are required to demonstrate specific skills or strategies. NBIP courses are also unable to address the specific needs of teachers in different schools or environment. It is for these reasons that teachers all over the world find that such centralised generic courses or workshops “do not deal with classroom realities”. Many teachers find that such PD courses are not relevant to the real issues faced in the classrooms. Furthermore, even if the ideas, knowledge and/or skills are relevant, teachers find that they are not immediately implementable when they return to their schools and classrooms due to various factors such as the lack of support, timetabling constraints, classrooms

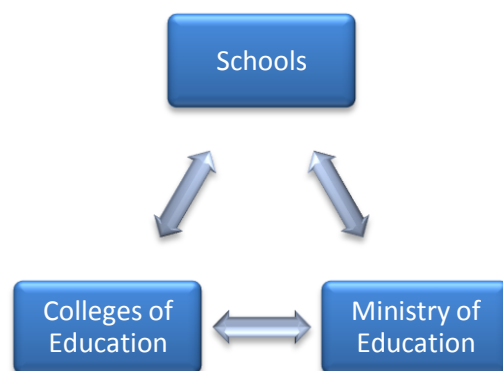
settings, etc. This is not unique to Bhutan and in fact is one of the reasons why the professional development (PD) of teachers in countries such as the US, UK, and Singapore include many other modes which are found to be more relevant and effective. Please see Appendix E for a fuller discussion on the professional development of teachers.

While educational reform movements worldwide have focused on improving students' achievement, the research has increasingly identified the continuing development and learning of teachers as one of the keys to improving school education.

Professional development for teachers is the continuous process of acquiring new knowledge and skills that relate to one's profession, or work environment. It plays a key role in maintaining trained, informed, and motivated teachers. As Borko (2004) said, "Changes of magnitude will require a great deal of learning on the part of teachers and will be difficult to make without professional support".

An effective professional development system will depend on the constant feedback between three sub-systems:

- a. Schools - The performance management system should identify the competencies lacking in teachers. School should also create the need and demand for the professional development provisions.
- b. Ministry of Education - The MoE will identify knowledge and skills needed for new initiatives and/or curriculum changes.
- c. Colleges of education - The colleges will mount and provide the training identified by schools and MoE. However, the colleges should also introduce new ideas and skills needed for curriculum change and teaching.



However a comprehensive professional development system should not be restricted to off-site courses or workshops. Recent research and writings on the professional development of teachers (please see Appendix E) suggest that PD must “go *beyond* attendance at off-site workshops and courses”. It does not mean that such forms of PD are no longer useful or necessary. On the contrary, these forms of PD are still required for at least two purposes:

- d. For teachers to acquired specific new knowledge and skills.
- e. As an important input for the constructivism model described above.

Professional Learning Communities

It is clear that professional development goes beyond the term “in-service training” and encompasses a definition that includes formal and informal means of helping teachers not only learn new skills but also develop new insights into pedagogy and their own practice. This definition includes support for teachers as they encounter the challenges that come with putting into practice their evolving understanding and use of content and resources (such as emerging technologies).

This type of embedded professional development, directly related to the work of teaching, can take the form of co-teaching, mentoring, reflecting on actual lessons, or group discussions surrounding selected authentic artefacts from practice such as student exercise, test and examination results, projects, or instructional tasks.

Collaboration and *collegiality* are required in most forms of *constructivist* PD mentioned above and these required different forms of school leadership, school culture, and teacher leadership. Collaboration and peer learning among colleagues within schools or among teachers from different schools is a powerful form of PD. This form of PD is particularly useful for Bhutan because of the geographical isolation of schools.

Singapore established the Teachers Network in 1998 which spearheaded this new form of PD. More details of the Teachers Network could be found at <http://sam11.moe.gov.sg/tn/>

It is recommended that Bhutan expand the existing, most appropriate unit, within the MoE responsible for offering support services to schools serving teachers. It is best if the existing unit does not have an audit and inspection role because this may be in conflict with the developmental function as its primary focus should be to support the teachers. The officers in this unit should have a good

understanding of PD based on constructivism. A central agency does not mean that all activities need to be conducted centrally. In fact, the PD concept promoted by the Teachers Network encourages peer learning and the formation of professional learning communities. This is particularly useful and essential for rural schools in Bhutan.

It is also recommended that school leaders do not view the PD of teachers as the sole responsibility of the MoE, but regard it as one of their key tasks and establish structures and processes within the schools to engage teachers in their continual learning. An example of school-based PD can be a regular forum for teachers to look at the results of class-based formative assessments after key topics. The group of teachers can then begin to ask why some classes did well or less well. Was it due to the behaviour of a specific group of students and, if so, what can the teachers do about this? Was it due to scheduling or timetabling? Is there a need to change the teaching approach? Is there a need to lengthen the time allocated for the teaching of a topic when the evidence show that all the classes did not do well? Etc.

It is recommended that one day a week (for example, Saturday) be set aside for on-going school-based PD. This should be considered “protected time” so that there is an on-going platform for continual learning and sharing. Professional development is *key* to quality instruction and as such it must be prioritised in MoE’s and schools’ agenda. Thus the “protected time” ought to be considered as a central policy initiative. It cannot be left to chance.

Use of Technology

Technology, or more specifically ICT, should be in integral part of teacher training in Bhutan. Besides familiarising teachers with technology (so that they can use it in the classroom), it is also an efficient medium for communication with the central agencies, among peers, and with students.

As mentioned in Chapter Four, technology is particularly useful for the professional development of teachers in rural schools.

Summary of Recommendations

The following are recommended:

- 6.1 It is recommended that there should be greater symbiotic collaboration between colleges of education and schools on an equal partnership basis.
- 6.2 The colleges of education, in collaboration with MoE, should develop a professional development continuum and conduct the milestone training courses required by school leaders at all levels.
- 6.3 The colleges of education recognise the important role they play in enhancing the image of the teacher.
- 6.4 Schools recognise that beginning teachers need help and support and that this is the school's responsibility.
- 6.5 All schools develop and implement comprehensive induction programmes for all new teachers joining the schools. The involvement of the faculty from the colleges of education in the development of the induction programmes is strongly encouraged.
- 6.6 Bhutan expands an existing unit, or establishes new unit, within the MoE responsible for the continual PD of serving teachers.
- 6.7 School leaders do not view the PD of teachers as the responsibility of the MoE, but regard it as one of their key tasks and establish structures and processes within the schools to engage teachers in their continual learning.
- 6.8 School based PD should include professional learning communities which meet during the "protected time". "Protected time" should be a central policy initiative for the professional development of teachers.



CHAPTER SEVEN: Strategic Plan

The preceding chapters have discussed the challenges Bhutan faces in improving the quality of its teachers as well as recommended actions that address these challenges. The six strategies proposed in the plan below build on and include all the recommendations made earlier. Each strategy draws together the related recommendations described in the different chapters. This plan will also highlight the importance of the correct sequence in the implementation of some of the recommendations.

The Strategic Goal of this plan is to attract and retain quality teachers in the education system in Bhutan.

This strategic goal requires a sustained and consistent effort over a period of at least 5 years, with changes to some existing policies and practices at different levels. The sequence for announcing and implementing each change is important. To ensure the correct sequence of events, four inter-related factors were considered when designing this Strategic Plan.

1. The relative importance of the strategy.
2. The time needed to formulate and obtain approval for the policy changes needed to implement the strategy.
3. The relative ease or difficulty in the implementation of the changes needed for the strategy.
4. The relationship or sequence between strategies in order to maximise impact and minimise resistance.

The six strategies, in the order of implementation, are proposed below.

Strategy 1: Improve the image of teachers

Strategy 2: Implement a performance management system for the education service

Strategy 3: Improve the selection and training of school leaders

Strategy 4: Improve the quality and relevance of the training and professional development provisions for teachers

Strategy 5: Enhance the attractiveness of rural school posting

Strategy 6: Implement a new salary scheme for teachers, including a professional career route

It bears repeating that enhancing the quality of teachers is a subsystem within a larger system, and any set of policy prescriptions aimed at improving the quality of

teachers in the classroom must be linked and multi-dimensional. As such, it is strongly recommended that the final set of policies and actions, and the sequence in the implementation of these policies and actions, should preferably be decided by committees that involve representatives from all the key stakeholders. The final outcomes of these committees must include detailed implementation plans to ensure that any change will be effectively implemented throughout the system. Contradictions or inconsistencies between policies, particularly at the implementation levels, must be avoided. The teachers must trust that the MoE “says what it does, and does what it says”.

Strategy 1: Improve the image of teachers

This is a key strategy which is also relatively easy to implement because it does not require any policy change. Much of what could be done is within the control of MoE. There is really no end-date for this strategy as it is an on-going process. This strategy may be regarded as comprising three phases.

Phase 1 (June 2010 to November 2010)

Duration: 6 months

The objective of this phase is to develop a comprehensive strategic plan to improve the image of teachers. The plan must include the following elements:

- Agreement on the public image of teachers. For example, should the public perceive teachers as the guardians of the Bhutanese culture; or as the key to the socio-economic development of Bhutan; or caring and nurturing “foster parents”; etc. A consistent image is important in order that this strategy is effective.
- Corporate Communications. The media may either be a powerful ally or thorn in the side of the MoE. Merely reacting to the media is not sufficient. MoE needs to engage the media positively. There should be a unit within the MoE which is responsible for *corporate communications*. Corporate communications is different from public relations. It is not to respond to letters or articles that appear in the media but to play a more pro-active role in shaping what should appear in the media. The corporate communications unit needs to develop an annual communications plan which must include the key messages that should be communicated to specific audiences at specific times of the year and/or to coincide with major policy changes.

- Public Awards for Teachers. Some of the possible awards were discussed in Chapter 3. It is proposed Bhutan start with one prestigious award, preferably graced by His Majesty, similar to the President’s Award for Teachers in Singapore or the National Teacher of the Year Award in the US.
- Schedule and coordinate of announcements of key changes. There will be many policy changes over the next few years with regards to the teaching service. Some will be better received than others. How each change will be received by teachers and the public will depend on how the change is framed and communicated, the timing and the sequence of the announcements. For example, it will be dangerous if the new performance management system is announced before the professional career progression route is ready and announced. Similarly, care must be taken to ensure that the revised salary scale will be perceived as an increase in the salaries of most teachers and announced together with the career progression route. Care must also be taken that “bad” news should be alternated with “good” news.

Phase 2 (December 2010 to February 2011)

Duration: 3 months

Phase 2 marks the start of a deliberate plan to enhance the image of teachers. The target audience for this phase is to persuade graduates to choose teaching as a career. This phase should start three months before the next recruitment exercise. Setting this as a target is important in getting the entire strategy off the ground in a publicly acceptable and authentic manner.

Heightening the PR campaign about three months before each annual recruitment exercise should be on-going.

Phase 3 (January 2011 onwards)

This Phase is the full implementation of the plans developed in Phase 1. Any strategic plan should not be cast in stone but modified as circumstances change. However, clear objectives and framework are necessary to avoid piecemeal ad hoc “campaigns” which not only have little effect but may even be harmful.

It is strongly recommended that the Corporate Communications unit in MoE coordinates and oversees the implementation of this strategy to improve the image of teachers.

Strategy 2: Implement a performance management system (PMS) for the education service.

The PMS is an important pillar in improving the quality of teachers in Bhutan. The goal of the PMS is to manage the performance of teachers through coaching, mentoring, providing professional development activities, and rewarding those who have exceeded expectations. This process will not only improve the quality of teaching but also helps in retaining quality teachers through a fair and transparent appraisal and reward system.

This is perhaps the most difficult policy to implement and must be properly managed. The public communication should focus on two functions of the PMS. The first is the developmental function and the second is the identification of talents for promotion.

Proper communication is particularly important in Bhutan, where there might be an erroneous link between the PMS and the GNH. Some people may wrongly assume that such an appraisal system ignores the personal goal and individuality of a worker and thus prevents him/her from achieving “happiness”.

The proper training of Principals and all other Reporting Officers is crucial to ensure that the PMS will not be misused and lead to unintended consequences.

Phase 1 (June 2010 to March 2011)

Duration: 10 months

Phase 1 is the development of the PMS. It may be useful to engage the teachers in developing the PMS. However the people involved in the development should have some basic training and understanding of what the PMS seeks to achieve. For example, different people may have different understanding of terms such as *Job Scope* or *Competencies*. Not many people would understand how the PMS is crucial for the development of teachers.

The RCSC should also be included so that they will be able to provide the public support needed when the PMS is implemented.

It is envisaged that it will take at least 10 months to design the PMS and to get the approval from the various government agencies.

Phase 2 (March 2011 to March 2012)

Duration: 12 months

The timing for the announcement of the PMS is important. It is proposed that this should only be announced when teachers and the public have seen the positive changes made to the teaching profession.

The announcement should be done in two stages. The first is to provide a broad overview of the PMS and what it hopes to achieve vis-à-vis the continual professional development of teachers and identification of talents within the teaching service. Obviously this must be accompanied by the professional development provisions made available to teachers. However it must be stated at this stage that the PMS will not be implemented until the Reporting Officers are properly trained. *This announcement should be made by March 2011.*

The second announcement should only be made after a sizeable number of Reporting Officers (which may include Vice-Principals and Heads of Department depending on the organization structure of the schools) have been trained. Positive views from these officers would be helpful when this second announcement is made. *This announcement should be made by March 2011 so that the entire process will be fully implemented for the 2012 academic year.*

Phase 3 (March 2012 onwards)

The implementation of the PMS should be carefully monitored by MoE. Any negative reactions should be quickly addressed.

The “punitive” aspect of the PMS, such as withholding the annual increment of non-performing teachers, should not be implemented in the first few years of implementation. This aspect of the PMS should be sensitively phased in when most teachers begin to see its positive aspects. It bears repeating that it is critical that the professional development provisions are adequately developed when the PMS is implemented to avoid the accusation that there is nothing a teacher can do to improve his/her performance because there are no opportunities for development.

Strategy 3: Improve the selection and training of school leaders

This strategy is key to the retention and professional development of serving teachers. A good leader will inspire and motivate teachers. A good leader will also ameliorate some of the unhappiness expressed by teachers as identified in the TQE Situation Analysis report. A teacher at the feedback session said that she decided to remain in service because of her principal and the school culture.

As with Strategy 1, this is a **high leverage** strategy which could be implemented by MoE without major policy changes.

Phase 1 (June 2010 to January 2011)

Duration: 6 months

The outcome of this Phase is to develop a plan to train existing school leaders and equip them with the necessary competencies. It is erroneous to assume that weak

school leaders are bad persons or employees. Often a person is not performing as expected because he/she does not know of any other way to do the job.

Care must be taken in the design of the training programme. Many bureaucracies are tempted to go for numbers and not the effectiveness of the training. The most common training mode when the focus is on numbers is the workshop or seminar. This may not be the most effective mode because the outcome of such training could be mere awareness or knowledge at best.

The Beacon School experiment is a good model. The Beacon School model provides more on-the-job learning opportunities (with the necessary coaching and support) and “just-in-time” learning.

The MoE needs to consider all the factors and strike a balance between mass training and customized training. However, it need not be an either-or decision. Both mass training and customized training can and should be implemented at the same time. The most appropriate form of training is the relationship between the factors below.

- What is the intended learning outcome – awareness, information, knowledge, or skills?
- How urgent is mastery of the new knowledge or skill in the implementation of a new initiative or policy?
- What is the relative cost of the different modes of training?
- What is the budget available?
- What is the impact on the principal, the teachers, and the school’s community/stakeholders if the principal is excluded from the training?

There will not a perfect solution and the important thing is to start, not being too distracted by equity concerns, and adjust accordingly.

A unit within MoE should be tasked to take responsibility for the training of school leaders. This unit should produce the following plans within 6 months.

- Determine the milestone training, i.e. courses that lead to certification and that are required before a person can assume a position of leadership in the school. The colleges of education should be involved in this planning and conduct of these courses.
- A training plan based on the factors outlined above.
- An annual budget needed to implement the training plan.

Note: The training for the PMS system will start in March 2011. This should be part of the overall plan.

Phase 2 (February 2011 onwards)

This phase focuses on the training of existing school leaders. The actual selection, grouping, and training schedules will depend on the plan developed in Phase 1.

Phase 3 (January 2015 onwards)

The focus of this phase is the new school leaders that will come on-stream. These are good teachers who need to be trained in order to take on leadership positions in the schools. As such, this can start only after the implementation of the PMS and the career progression route. The PMS and career progression route are discussed in Chapter Three of this report. Briefly the PMS will be able to identify some of the “soft skills” such as the ability to think critically and analytically, attitude towards work, creative problem solving, teamwork, and the ability to see the “big picture”, which are also important attributes of school leaders. The career progression route is important in the systematic career development of young teachers. In other words, the appointment should not be from a teacher to a principal but a planned progression from a classroom teacher to either a Master Teacher or a Head of Department and then Vice-Principal and subsequently Principal.

It is envisaged that this phase can only start in 2014 academic year at the earliest, assuming that the PMS is implemented in the 2012 academic year. It will probably take at least 2 years before the PMS is able to identify suitable teachers for career development.

Strategy 4: Improve the quality and relevance of the training and professional development provisions for teachers

There are two goals for this strategy. The first goal is to develop a comprehensive professional development provision for teachers. There must be sufficient opportunities to cater to the training needs of teachers, particularly during this period of change. The second goal is to develop the capacity of schools to take on greater responsibilities for the professional development of the teachers. This capacity is particularly important for a country like Bhutan due to the geographical distance between schools.

Phase 1 (June 2010 to December 2010)

Duration: 6 months

The first step is to expand an existing unit, or establish a new unit, within the MoE, responsible for the continual PD of serving teachers. This unit will need to understand the training needs of teachers. The competencies and content knowledge required to implement the new NEF should be included. The staff of this unit should also be conversant with adult learning theories and PD based on constructivism. Training for the staff may be necessary.

Involvement of the colleges of education at this phase will be most useful. The plan should be completed by the end of 2010.

Phase 2 (June 2011 onwards)

Train a pool of teachers who are able to function as leaders of professional learning communities. It is not necessary that all schools are represented in this pool. It is more important that only the right teachers are selected. These teachers could be spread across the schools after the training.

This strategy should be aligned with the implementation of the career progression route framework. The leaders of these professional learning communities should, at the start, be senior teachers who are at, or will be promoted to the P2 level. This enlarged role then justifies their promotion to a higher salary level.

The training of this pool of teachers should be phased in and, if possible, be in tandem with the training of principals. In other words, it would be ideal if there is an equal number of principals who are trained in their new role and teacher leaders. Then these two groups of people should be posted to the same schools so that they can implement what they have learned and support each other.

This training should start by mid-2011 so that the first batch of trained teacher leaders can be posted to the schools by 2012.

Phase 3 (January 2012)

Introduce the policy of “protected time” for the professional development of the teachers in each school.

To prevent abuse of this policy, the school should be required to submit evidence that they have a professional development plan for the school and that these “protected time” are gainfully used.

Phase 4 (March 2014 onwards)

A tighter link between the PMS and PD of teachers will be introduced.

- The Reporting Officer will use the PMS to suggest or require teachers to acquire specific competencies found lacking in the appraisal.
- Teachers will use the PMS to develop their personal training roadmap for the next year.
- Schools will provide feedback to MoE on the training needs of the teachers. A collated data will be used to plan the PD provisions at the appropriate level.

This Phase is only implementable after the PMS is in place. A possible target is 2013.

Strategy 5: Enhance the attractiveness of rural school posting

The goal of this strategy is to encourage more teachers to accept posting to rural schools and to remain in these schools for a reasonable number of years.

Phase 1 (June 2010 to December 2010)

Duration: 6 months

MoE will review and decide on the total package of incentives for rural school posting. It should also rationalize the policies related to postings to rural schools in order to ensure that this is not perceived as a punishment or “sentence” but as an important mission to improve the education of people in the remote areas of Bhutan.

Care must be taken to ensure that the beginning teachers do not feel forsaken when they are posted to rural schools immediately after their graduation. Experienced teachers must be available to guide and nurture these beginning teachers.

Detailed plans on how to phase in these policies are required. These plans should include the following.

- Identify individuals who should be posted in or out of rural schools over the next few years in order to achieve the right mix of experienced and beginning teachers. These postings must match the availability of positions in urban schools as well.
- Identify rural schools which need new accommodation for the teachers.
- Identify the appropriate school leaders.
- Training schedule (as discussed in Strategy 3) for school leaders and teachers to match the schedule for the postings and the availability of accommodation.

These policy changes should be announced before the end of 2010 and definitely before the next posting exercise.

Phase 2 (December 2010 onwards)

Implement the plans decided in Phase 1. It is suggested that the postings be phased in to minimize disruptions to too many schools, including urban schools. It is recommended that only a manageable number of principals and teachers should be involved in this first posting exercise. This will allow MoE to monitor the situation and make changes if necessary.

The small number will also allow MoE to speak to individual principals and teachers before the posting. This is important when the system is trying to change the mindset about rural postings.

A positive feedback from this pioneer batch will go a long way to convince other principals and teachers to accept rural postings.

The MoE should start to build or acquire suitable accommodation in remote areas lacking such facilities.

Training for the next batch of principals and teachers should continue and in tandem with the list and schedule planned in Phase 1.

Phase 3 (December 2013 onwards)

In this phase, the MoE should link the posting with the performance management system as well as the career progression track. Teachers who are identified through the PMS for promotion to P2 should be posted to the rural schools, as part of their training and development.

Strategy 6: Implement a new salary scheme for teachers, including a professional career route

This policy is actually in line with the PCS framework. The key challenges include moving the starting salary to P4 and defining the competencies of the various promotional positions in order to justify the higher salaries. However this is an important policy in attracting and retaining good practitioners who would want to see an attractive career in education. This policy is also a very strong signal to the public, especially the young, that teaching is an important and rewarding career and that the perception that “*those who can, do; those who can’t, teach*” is no longer true in Bhutan. This policy has a direct impact on the image of teaching.

Phase 1 (June 2010 to June 2011)

Duration: 12 months (maximum)

Although it is envisaged that it may take up to 12 months to complete this phase, it will be useful if this could be completed as soon as possible because this is a key strategy in the recruitment and retention of good teachers. In designing a professional career route, it may be necessary to look at the impact on the education budget based on the following considerations.

- The number for each of the promotional positions, e.g. Principal, Vice-principal, Heads of Department, Master Teachers, and Senior Teachers, that the budget can sustain each year.
- Prioritise the promotions. For example, it may be necessary to ensure that the existing Principals, Vice-Principals, and Heads of Departments, are promoted first before appointing Senior or Master Teachers.
- However, there should a few promotions for Senior and Master Teachers to show that this is not a paper exercise and that the MoE is serious about this scheme.

- Define the role for each of the promotional positions. This is particularly important for the positions of Senior and Master Teacher before MoE can decide how many of these should be appointed and how they should be distributed. For example, it may not be necessary for every school to have a Master Teacher if this person is attached to the Dzongkhag to help teachers across a few schools.
- Identify those who will be placed on “personal to holder” salary scales instead of compromising the integrity of the scheme. In other words, the MoE should avoid promoting a person to a leadership by virtue only of his existing salary but who is obviously incapable of functioning effectively in that position.

Phase 2

This professional career route should be announced together with the salary adjustment for teachers.

All MoE officers and school leaders should be briefed on this scheme before the public announcement. A separate briefing of the media should also be included.

The announcement should be followed quickly by announcing the names of those promoted. This should be part of the strategy to improve the image of teachers.

The possible negative reaction to this scheme, particularly from the older teachers who may see this as curtailing their salary increases, should be managed. Hence, the briefings to the school leaders and media are important to ensure that they understand the long term goal of this policy.



SUMMARY

1. In writing this report we are acutely aware of the enormous political, intellectual, and managerial commitments needed to implement these recommendations. Bhutan is not alone in its quest to improve the quality of its education. All countries, including Singapore, are struggling to find the optimum solution to face the rapidly changing socio-economic scenes. For example, Singapore spent millions of dollars on the introduction of ICT into classrooms. Yet recent studies have shown that it has not impacted on the teaching-learning interactions as much as hoped. Furthermore, technology changes so quickly that before teachers can master and integrate new software and hardware into their lessons, they are replaced by even newer ones. Teachers are finding that they need to learn from their students in the use of ICT.
2. Education systems are therefore confronted with two major challenges. The first is that teachers are no longer the sole authority or dispenser of knowledge. Information and perhaps even knowledge is easily obtainable through various means. Furthermore, knowledge becomes outdated so quickly that everyone needs to “learn, unlearn and re-learn”. This is an important 21st century attribute and skill that all students need to learn and teachers must model this behaviour. For a start, teachers must recognise that graduation from the teacher training institutions is not an end but rather beginning of their professional development journey.
3. However, this behaviour can only be encouraged, learned, and exhibited when there is an appropriate school culture. Hence the importance of an appropriate school leadership.
4. The second challenge as education systems attempt to cope with the rapidly changing socio-economic environment is to attract and retain enough good teachers. The highly integrated global economic system has resulted in two phenomena. It has provided more employment opportunities for good workers, not only in one’s own country but in many others. As such, persons with the necessary knowledge, skills, and attributes of a good teacher now have more employment opportunities. This makes the recruitment and retention of teachers even more difficult. The second phenomenon is the widening of the gap between skilled and unskilled workers. Countries are therefore pushed to improve the quality of their education system **for all students** in order to ensure it will not become the “*world’s factory and source of cheap labour*”.
5. It is becoming much clearer that the main, and perhaps only, strategy to achieve quantitative and qualitative growth of any education system is to improve the

quality of the teachers. This must be addressed on two fronts, concurrently. One front is to improve the quality of serving teachers and the other is to improve the quality of training provided at the pre-service stage.

6. Chapter Three of this report provides recommendations to attract, recruit, and retain teachers. Any attempt to improve quality will be hampered if there is an insufficient number of teachers manning the classrooms. For example, an enhanced performance management system cannot be fully implemented if some teachers know that they will be needed regardless of their performance.
7. Chapter Four discusses how the staffing of rural schools can be improved. The quality of education for a large percentage of students depends on how the RGOB is determined to resolve this problem.
8. Two other chapters in Section Two focused on the role of school leaders, the MoE and colleges of education in the professional development of existing teachers. This is important because as Bhutan makes changes to the pre-service training, it must start to improve the quality of existing teachers. A new understanding of *professional development* is important not only because studies have shown that traditional modes are ineffective but also to acknowledge the difficulty of taking too many teachers from their classrooms to undergo “re-training”. There are other more effective ways to engage teachers in their professional development and these were discussed.
9. Unfortunately, there is no silver bullet to enhance the quality of teachers in any education system. The successes in Singapore are due to one factor sometimes overlooked by others. It is the integrated, consistent, multi-agency, and systemic approach to the solution of problems. This report reflects this approach.
10. The recommendations in this report should be evaluated against the background of the existing MoE practices and recommendations, and the MoE practices and recommendations should be evaluated in terms of this report periodically.

REFERENCES

Beeby, C E. 1966. *The Quality of Education in Developing Countries*. Cambridge: Harvard University Press.

Bhutan's Country Report. 2000. The EFA 2000 Assessment.

Bhutan 2020: A Vision for Peace, Prosperity and Happiness. Royal Government of Bhutan (Part 1) Planning Commission.

Borko, H and Shavelson, R J in Jones, B F and Idol, L (Editors) 1990. *Dimensions of Thinking and Cognitive Instruction*. North Central Regional Educational Laboratory

Centre for Educational Research and Development. 2002. *The Silken Knot: Standards for English for Schools in Bhutan*. Paso, Bhutan: CERD.

Centre for Educational Research and Development. 2007. *The State of Our Nation's Teachers*. Paro, Bhutan: CERD.

Education Sector Review Commission. 2008. *Bhutan Learning Quality Survey: A Report*. USA: The World Bank.

Education Sector Strategy. 2002. *Realizing Vision 2020: Policy and Strategy*. Department of Education, Ministry of Health and Education, Thimphu, Bhutan.

Education Sector Review Commission. 2008. *Education Without Compromise*. Bhutan.

Education Sector Review Commission. 2008. *Bhutan Learning Quality Survey: A Report*. USA: The World Bank.

Gopinathan, S, Wong, B, Tang, N. 2008. *The evolution of school leadership and practice in Singapore: responses to changing socio-economic and political contexts (insurgents, implementers, innovators)* in *Journal of Educational Administration Administration and History*. Routledge

Hargreaves, A 1997a. *Cultures of teaching and educational change*, in M Fullan (ed) *The Challenge of School Change*, New York: Hawker Brownlow Educational

Hargreaves, A 1997b. *Rethinking educational change: Going deeper and wider in the quest for success*, in Hargreaves (ed) *Rethinking Educational Change with Heart and Mind*. Alexandria: Association for Supervision and Curriculum Development.

His Majesty's Address. 17 February 2009. 3rd Convocation of the Royal University of Bhutan for Samtse and Paso Colleges of Education.

iDiscovery Education & Royal Council of Bhutan. 2008. *The Quality of School Education in Bhutan: Reality and Opportunities*. Thimphu, Bhutan.

Ingvarson, L. (2003). *Policy Briefs: Building a learning profession*. Retrieved (1/12/06) from www.acer.edu.au

Kezang Deki. 2008. The development and state of the art of adult learning and education (ALE). Thimphu, Bhutan: Ministry of Education.

Lambert, Linda. 1995 *The Constructivist Leader*. Teachers College Press.

Leithwood, K, Day, C, Sammons, P, Harris, A, and Hopkins, D. 2006. Seven strong claims about successful leadership. University of Nottingham.

McKinsey & Company. 2007. *How the World's Best-Performing School Systems Come Out on Top*. USA: McKinsey & Company.

Meiers, M., and Ingaverson, L., (2005). *Investigating the links between professional development and student learning outcomes*, vol. 1. Australian Council for Educational Research.

Ministry of Education, Bhutan. 2003. National Education Assessment Study. Paro, Bhutan.

Ministry of Education (n.d) Policy on Deployment of Teachers, Retrieved (6 /04/10) from <http://www.education.gov.bt/HRMS/hrmd.htm>

Ministry of Education (2007) Education Policy Guideline and Instruction 2007, Retrieved (6 /04/10) from <http://www.education.gov.bt/Guidelines/EPGI%202007.pdf>

Royal Education Council, 2009. *Teacher Quality Enhancement Project Part I*

Royal Government of Bhutan, 2008. *General Statistics*. Policy and Planning Division. Ministry of Education, Bhutan: Thimphu.

Royal Civil Service Commission (2006), Bhutan Civil Service Rules and Regulations, Retrieved (6 /04/10) from <http://www.rcsc.gov.bt/bcsr.pdf>

Royal Civil Service Commission (2006), Position Classification System Manual, Retrieved (6 /04/10) from http://www.rcsc.gov.bt/pcs/manual_pcs.pdf

Royal Civil Service Commission (n.d) Job Description (Teachers, Principals, ADEOs, DEOs), Retrieved (6 /04/10) from
<http://www.education.gov.bt/downloads/JD/teachers.pdf>;
<http://www.education.gov.bt/downloads/JD/principal.pdf>;
<http://www.education.gov.bt/downloads/JD/ADEO.pdf>;
<http://www.education.gov.bt/downloads/JD/DEO.pdf>

Smylie, M A and J Kahane. 1997. Why what works doesn't in teacher education. *Education and Urban Society*, 29, 3, 355-372.

Tatto, M.T. (1997). Teachers working in the periphery: Addressing persistent policy issues, in Nielsen, D. & Cummings W. (Eds.) *Quality Education for All: Community-Oriented Approaches* (pp. 139-181), NY: Garland.

Villegas-Reimers, E. (2003). *Teacher professional development: an international review of the literature*. International Institute for Educational Planning, Paris: International Institute for Education Planning, UNESCO.

UNESCO Institute for Statistics, Data Centre (May 2008)

World Bank (2008). *Teachers for Rural Schools. Experiences in Lesotho, Malawi, Mozambique, Tanzania, and Uganda*.

ACKNOWLEDGEMENTS

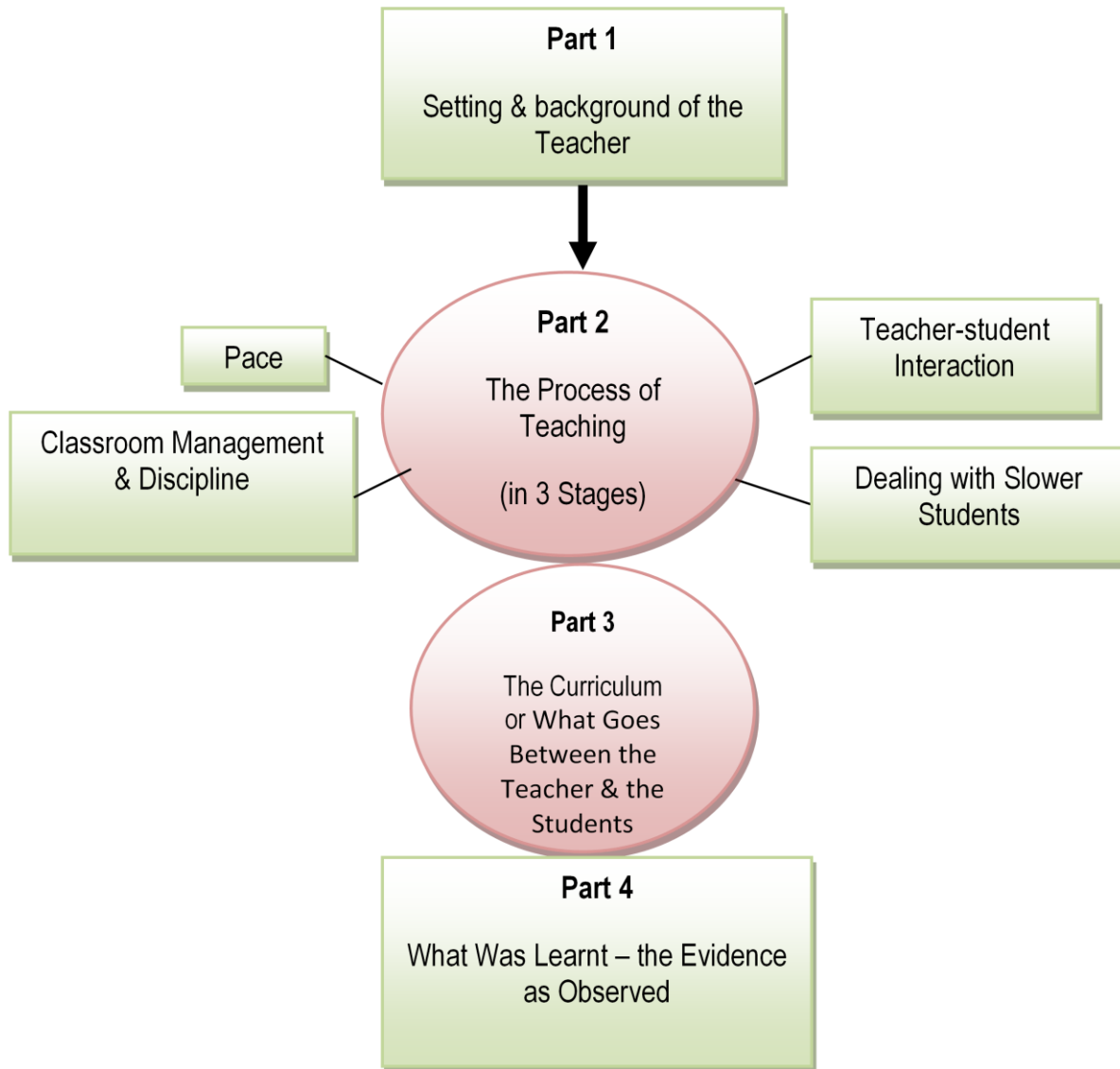
Educare is pleased to extend our thanks to the following:

- The Ministry of Education of Bhutan for permission to conduct this Teacher Quality Enhancement Project;
- The Directors- former Director Mr Gyaltzen Penjor, present Director Mr Mark Mancall and present Associate Director Mr Sonam K Tsering, and members of the Royal Education Council (REC) for giving us the encouragement, support and feedback throughout this Project;
- The Singapore Cooperation Enterprise, particularly Mr Lee Meng Boon, former Director of Business Development, Mr Kevin Chong, Senior Manager of Projects, and Mr Kong Wy Mun, Director of South and East Asia for their support;
- Special mention must be made of the support of Mr Sangay Jamtsho and the contributions of Ms Chencho Lhamu, Mr Phuntsho Dupka, Mr Namgay, Mr Pedup Dukpa and Ms Yuden;
- Our partners in the field research team in Bhutan who undertook great pains to travel relentlessly to many schools in many parts of the country to collect data;
- The DEOs and ADEOs, school principals, supervisors, and teachers who warmly welcomed us, and invested their valuable time in meeting us;
- Ms Lauren M Workman for proof-reading this report.

APPENDIX A: CLASSROOM LESSON OBSERVATION SCHEDULE

Classroom Lesson Observation Schedule

This schedule is in 4 parts to cover each classroom event.



APPENDIX B: CONNECT PLAN

(The CONNECT Plan is presented here as implemented in Singapore. This implementation has to be revised to suit the Bhutanese context).

The **CONNECT** Plan is specially designed to encourage **COMtiNuity**, **E**xperience, and **C**ommitment in **T**eaching. The Plan was implemented from 1 January 2002.

The design of the Plan is as follows:

- The Ministry will put aside a sum of money ranging from \$2,400 to \$8,320 each year for every eligible officer (all trained timescale Education Officers, i.e. both government and aided staff, who are employed on permanent establishment) .
- The deposit will be a flat rate depending on the officer's substantive grade as well as his years of trained service.
- The deposit is not tied to individual salary.
- To be eligible for the deposit for a particular year, the officer's performance for that year must meet the requirements of his substantive grade.
- The deposit will be pro-rated if the officers were on periods of no-pay leave or half-pay leave or worked part-time during the qualifying period.
- Payouts will be given out at defined points every 3 to 5 years of an officer's career. The payouts made will be a proportion of what has been accumulated.
- The CONNECT Plan payouts are subject to CPF contributions under prevailing rates. The total sum is made up of the net payout, employer's and employee's CPF contributions and 1% MSO contribution (if applicable).
- Payouts are largest at 15th year and nearer retirement.
- The payouts will be given in December of the payout year.

CONNECT Year and Deposits

The CONNECT year represents the actual number of years as a trained teacher. All new NIE graduands will be placed on CONNECT Year 1 in January of the following year after they have been appointed to trained service. They then gain 1 more CONNECT year on 1 January each subsequent year. Hence, an officer who is assigned CONNECT Year 1 on 1 January 2003 will move up to CONNECT Year 2 in January 2004.

The CONNECT year will determine the quantum of the annual deposit that the officer is eligible for. The quantum for the annual deposits with effect from 1 Jan 2008 is shown in the following table:-

CONNECT Year	PROJECTED ANNUAL DEPOSIT QUANTUM FROM 1 JAN 2008	
	GEO 1/1A1/1A2/1A3 SEO (Timescale)	GEO 2/2A1/2A2/2A3
1-4	\$6,320	\$4,480
5-7	\$7,320	\$5,280
8-10	\$8,120	\$5,680
11-14	\$8,320	\$6,380
15-20	\$5,320	\$3,980
21-30	\$3,200	\$2,400

The qualifying period for a full annual deposit under the CONNECT Plan is defined as 1 Jan to 15 Nov each year which is in line with the school year.

Officers who do not work full-time during the qualifying period will have their annual deposits pro-rated e.g. those who are on no-pay leave or working part-time.

Payouts

A beginning teacher who is placed at CONNECT Year 1 on or after 1 Jan 2008 and stays in the Service throughout and retires after a full career of 30 years could potentially receive a total payout of \$124,000 to \$168,000 in all from the plan.

The following tables show the payment schedule for new officers who starts on CONNECT Year 1 from 1 Jan 2008.

GEO 1/1A1/1A2/1A3 and SEO (Timescale)

CONNECT Year	PROJECTED QUANTUM FROM 1 JAN 2008	
	ELIGIBILITY FOR MAXIMUM PAYOUT	MAXIMUM BALANCE
4	\$15,200	\$10,080
7	\$24,000	\$8,040
10	\$25,900	\$6,500
15	\$36,100	\$9,000
20	\$28,500	\$7,100

25	\$18,500	\$4,600
30	\$20,600	-

GEO 2/2A1/2A2/2A3

CONNECT Year	PROJECTED QUANTUM FROM 1 JAN 2008	
	ELIGIBILITY FOR MAXIMUM PAYOUT	MAXIMUM BALANCE
4	\$10,800	\$7,120
7	\$17,200	\$5,760
10	\$18,200	\$4,600
15	\$27,300	\$6,800
20	\$21,400	\$5,300
25	\$13,800	\$3,500
30	\$15,500	-

The tables show what an officer is eligible for if officer meets eligibility criteria, works full time on a continuous basis, stays in the Service throughout, and retires after a full career of 30 years. If an officer retires early or gets promoted to superscale, he will be eligible to receive the accumulated amount in his account at the point of retirement or promotion to superscale.

Payouts under the CONNECT Plan will be made in the month of December. Officers who are due for payout must be in service during the payout month. For officers who are due for payout but are on no-pay leave or half-pay leave during the payout month, they will receive the payout in December after they resume duties.

Deposits and Payouts Subject to Review

The Ministry will review the amount of deposits and payouts regularly. The actual quantum to be set aside each year and to be paid out would be dependent on various factors, including the state of the economy.

Eligibility For CONNECT Plan

The following groups of Education Officers are not eligible for the CONNECT Plan:

- Untrained Education Officers and NIE Trainees
- Officers who are employed on contract terms
- Adjunct Teachers and Relief Teachers
- Direct employees of Independent Schools (IS), as they will come under the terms and conditions of their IS

The CONNECT Plan is an officer's eligibility and not his entitlement. Therefore, officers who have resigned or served notice of resignation on or before the payout date will not be eligible for any deposits or payouts (if any) for that year.

Officers who resign and subsequently re-join the Education Service on or after 1st Jan 2008, they will be placed back onto the CONNECT Plan from the point that they left the Education Service, i.e. if they left at CONNECT Year 8, they will be placed back onto the CONNECT Plan at CONNECT Year 9 on 1st Jan in the following year. They will not be given any retrospective payments of the accumulated amounts that they had forfeited upon resignation.

APPENDIX C: SCHOOL AS A LEARNING ORGANISATION

Is this school a learning organization? 10 ways to tell

A school culture that invites deep and sustained professional learning will have a powerful impact on student achievement.

By Ron Brandt

Journal of Staff Development, Winter 2003 (Vol. 24, No. 1)

Reprinted by permission from *Powerful Learning* by Ron Brandt (ASCD, 1998). All rights reserved.

Leaders of schools, like leaders of businesses and hospitals, want their organizations to be flexible and responsive, able to change in accord with changing circumstances.

Individuals learn best when the content is meaningful to them and they have opportunities for social interaction and the environment supports the learning. That idea applies to organizations as well. To check whether a school is functioning as a learning organization, its staff members and others need to consider this list of characteristics not as a checklist but as elements of the whole.

1. **Learning organizations have an incentive structure that encourages adaptive behavior.**

Just as individuals learn when they are motivated to learn, organizations learn when they have a reason. The incentives to learn may be material or psychological, but one form of incentive that everyone understands is money. Incentives exist at all levels of an organization. Financial incentives may be individual or organizational. Stephen Fink, assistant superintendent, wrote in 1992 that the Edmonds, Wash., school district had paid attention to incentives when it reorganized its categorical programs.

"The Edmonds district was an organization engaged in 'learning' new behaviors. To do so, it needed a set of incentives consistent with the new direction," Fink wrote.

"A major hurdle to improving the achievement of low-performing and handicapped students was the various categorical program regulations. ... The

Edmonds School District has not received any special waivers for program regulations. To support schools in their creative deployment of categorical resources, the district 'blends' federal, state, and local dollars according to each school's needs. Due to federal regulations that require extensive record keeping to track each employee's 'time and effort,' managing the 'blending' process is highly labor-intensive. However, we believe it is necessary to promote school-centered decision making and reform" (Fink, 1992, p. 42).

2. Learning organizations have challenging but achievable shared goals.

Most organizations have publicly stated goals. Learning organizations have demanding goals that actually guide the organization and somehow gain the dedication of staff and other constituents.

In a school district, the most important goals are those dealing with student learning. Kevin Castner and his coauthors (1993) explained an ambitious plan developed by the Frederick County, Md., schools intended to ensure student achievement of five "Essential Learner Behaviors."

"In each curricular area, essential learner behaviors are supported by essential discipline goals, which, in turn, are supported by essential course objectives. For instance, a task that requires 7th graders to plan a field trip to a museum in Washington, D.C., could meet two essential course objectives: (1) collect, organize, represent, and interpret data, and (2) make estimates appropriate to given situations.

"These 7th-grade objectives support our K-12 mathematics discipline goal: to develop mathematical skills and reasoning abilities needed for problem solving. In addition, the lesson helps students gain skills in effective communication, social cooperation, and citizenship. Each level and grade of schooling, beginning in kindergarten, uses the foundation of individual courses and disciplines to build toward mastery of the learner behaviors at the top of the pyramid" (p. 46).

3. Learning organizations have members who can accurately identify the organization's stages of development.

Organizations change over time. In learning organizations, people can articulate the changes they are consciously trying to make and can identify where they are in the process.

Ruth Wade (1997), principal of Poquonock School in Windsor, Conn., reported that student behavior at her school had markedly improved.

"(C)hildren enjoy racial harmony and a sense of community, responsibility, and empowerment. A survey we conducted recently showed that our students rarely experience race-related problems at school. And they display relatively few behavior problems" (p. 34).

Five years earlier, the situation had been very different.

"In September 1992, we greeted a number of hostile students and families who were not happy about being forced to attend our school. The result was a dramatic increase in behavior problems and racial incidents, problems that faculty members were unprepared to deal with.

"To improve schoolwide behavior and begin to build a new sense of community, our staff formed a Behavior Committee. We reluctantly set up a schoolwide Assertive Discipline Plan, designed to extinguish inappropriate behavior. ... Our assessment showed that our system was working in the short run; we saw improved behavior and a new school spirit and camaraderie. But we saw, too, that many students weren't concerned about the impact of their behavior on others or about permanently displaying more responsible behavior; they were motivated solely by rewards. ... Clearly we were manipulating and controlling behavior instead of instilling sound values" (p. 34).

Wade's article suggests that members of a learning organization are aware that their institution does not arrive at its final destination instantly but must develop one step at a time. They have a clear sense of what they're trying to do, what progress they have made, and what still needs to be done. Wade recalled: "After some reading, reflection, and visits to school with similar problems, we decided to change our approach. ... We dropped Assertive Discipline, our detention room, and the monthly award themes. Much to our surprise, students did not seem to miss the awards, and their behavior got no worse. ...

"Over the next two years ... we replaced rewards with schoolwide celebrations and replaced consequences with problem solving. Now when students misbehave, we encourage them to reflect on their behavior and its effect on others. We then ask them to come up with a plan for restitution (if appropriate) or other solutions to the problem. ... As we have changed our focus from teacher solutions to student solutions, and given students more responsibility, our school climate has improved dramatically" (pp. 35, 36).

4. Learning organizations gather, process, and act upon information in ways best suited to their purposes.

Organizations, like people, are different from one another, so they probably need to learn differently, too. To illustrate this idea, we need to look beyond the use of data to see how learning organizations use processes best suited to their purposes.

For example, Stephen Gross (1996) described how the Vermont State Department of Education went about establishing the Vermont Common Core of Learning, an effort to set direction for curriculum throughout the state. Recognizing that local school people might consider the initiative a dangerous intrusion and might therefore ignore the resulting document, the Department of Education decided to "bring as many people as possible into the process and use their ideas to create a powerful shared vision for the future. ... Instead of leaving the work to a blue-ribbon panel, we would go to the people of our state with a blank slate and use the focus forum process to ask some powerful questions about the needs of learners for the 21st century. In this way, committee members would shift their roles from writers to researchers and investigators. By bringing so many people into the act of inventing, perhaps we would have stronger results" (pp. 50-51). When local districts adopt innovative curriculums, they may have the opposite problem. New ideas will probably not be ignored, but they may provoke storms of protest. To avoid that, when the Ames (Iowa) Community School District began using a new mathematics program, Margaret Meyer and her coauthors (1996) listened for and carefully responded to parents' concerns.

"At the beginning of the school year, the district sent parents letters describing the project and requesting permission to share student work as a part of the data collection," they wrote. "Every school involved held meetings with parents to give them information and to address their concerns. As the program began, school staff kept an informal record of parents' questions and concerns, including those expressed at meetings, in telephone calls, interviews, and written surveys."

5. Learning organizations have an institutional knowledge base and processes for creating new ideas.

What kind of processes might an organization use to strengthen its knowledge base and encourage creative ideas?

A good example may be CADRE (Career Development Reinforcing Excellence), developed by the Illinois Mathematics and Science Academy to replace traditional practices in supervision, evaluation, and professional development (Marshall & Hatcher, 1996). Faculty members progress through a series of interdependent contractual relationships with the Academy beginning with an initial two-year contract and leading to participation in the school's Collaborative Accountability Network. At each stage, "the Academy expects teachers to model lifelong learning, to generate a change in how their students view and organize the world, and to actively promote the Academy as an exemplary educational laboratory. Second, the Academy expects teachers' professional dialogue to conform to a number of conditions based on mutual respect and trust. For example, teachers need to adopt a collaborative role rather than an advocacy role, be open to learning from one another, and be willing to embrace risk.

"In turn, the Academy makes a commitment to teachers to provide them a climate that fosters their accomplishment of these standards and conditions. For example, the Academy gives them the necessary resources and support for their continued professional development, involves them in making decisions in which they are stakeholders in the outcomes, and provides them the academic freedom to explore controversial issues" (pp. 44, 45).

Other schools use different ways to inspire teachers to use their shared knowledge base creatively. Richard Ackerman and his coauthors (1996) note that professional development programs "are increasingly moving away from presentations by experts and toward programs that involve administrators and teachers as facilitators of their own renewal and growth." Use of case studies is a method they have found particularly productive.

"The premise underlying our work is that the story form is a sense-making tool for educators. Writing their own stories can help them to better understand and share their theories of practice and dilemmas, and explore new possibilities with one another. At some point, participants begin to think differently -- more critically and less self-centeredly. They are challenged and inspired to think more deeply about their practice and investigate ways to solve problems ... to make sense out of past behaviors and actions and generate new ideas" (pp. 21, 23).

- 6. Learning organizations exchange information frequently with relevant external sources.**

Just as individuals learn by interacting with other people, organizations also learn from one another. R. Clarke Fowler and Kathy Klebs Corley (1996) described how Saltonstall Elementary School in Salem, Mass., connects with parents and community agencies.

"Our Parent Center, a 900-square-foot room on the first floor, is an inviting space with a couch, comfortable chairs, sewing machines, local newspapers (the Salem Evening News and El Pointa), toys for young children, and a pot of coffee warming on the stove. On hand is a full-time, paid parent coordinator, who is available to meet with parents and refer them to the appropriate services. Currently, we are fortunate to have in this position a woman who is a long-term resident of the city who speaks both Spanish and English.

"We have contracted with two local agencies, North Shore Children's Hospital and KIDNET, to provide services to students and families in need. These contracts allow the school and the respective social service agency to share information. Because the Parent Center is linked with the school's networked computer system, we can also share appropriate information with teachers who are involved with the students" (p. 25).

The difference between settings in which information is freely exchanged and those where it is not is made dramatically clear in Tony Wagner's (1997) account of a New Hampshire regional school district where "five quiet, picturesque villages ... (had) been at war with one another" (p. 28). The climate began to change as the result of a series of meetings led by Wagner in which board and community members, parents, teachers, and high school students discussed their goals, values, and immediate priorities.

"In February, the board and the union agreed on a new teacher contract in record time, and it contained the first raise for teachers in nearly five years," Wagner wrote. "But many people were concerned about what would happen when the school budget came up for approval at the March town meeting. No one could have guessed the outcome: A substantially increased budget passed with a voice vote and no vocal dissension for the first time in several years."

7. Learning organizations get feedback on products and services.

An important benefit from interacting with others is feedback. Mary Koski (1993), a teacher at Thompson Junior High in St. Charles, Ill., recalled the staff-initiated changes her school district had made in recent years.

"We have now entered another step of the process, embedding the changes, working to meet the needs of our 'customers,' the students. At the end of each nine-week period, we ask the students to evaluate the work just done. Based on their input, we revise the curriculum. Student committees advise the principal on proposed changes at school, and students serve on the Total Quality teams, working to improve the transportation system, the cafeteria, and the high school's integrated American Studies class. As members of the strategic planning committee, they help define the district's future goals in curriculum, instruction, communication, finances, facilities, and technology."

To get the feedback they need, schools must demonstrate a high degree of openness and trust. B.J. Meadows, principal, and her coauthors (1993) told about a highly unusual project in which parents were invited to observe classes, in some cases using video recorders. "The parent observations are giving us a clearer picture of what we need to continue doing well and what we need to improve" (pp. 33, 34).

8. Learning organizations continuously refine their basic processes.

A closely related characteristic of schools as learning organizations is their attention to processes, some of which have to do with communicating with constituents, gathering and using data, getting feedback, and the other characteristics already discussed.

The "basic processes" schools develop and refine are similar to the "learning to learn" strategies used by individuals. The connection between the two was made explicit by Robert Calfee and Clay Wadleigh (1992).

To help readers envision what an inquiring school is like, the authors offered "a few concrete sketches," including one of North Shoreview Elementary, a school serving a multicultural, blue-collar neighborhood in San Mateo, Calif.

"At North Shoreview, Principal Evelyn Taylor was the initial catalyst for change. Quickly handing over the reins to teacher committees, she sparked this dialogue:

"What do you need to make the READ ideas work?' 'Smaller classes.'

"How can we make that happen? What can we do with what we have?"

"The dialogue was genuine. The faculty wrestled with cost-benefit questions. They proposed and implemented a schoolwide plan for integrating regular and categorical programs to achieve more workable student-teacher ratios (still large by national standards, to be sure). ... They took on the responsibility for leadership not from a bureaucratic mandate, but through a problem-solving process directly supported by READ strategies" (pp. 28, 30).

While some processes develop gradually, as apparently happened in the Project READ schools, they may also come about in response to urgent need.

9. Learning organizations have supportive organizational cultures.

The literature on school climate and school culture is very extensive. I will oversimplify by saying the culture should be humane--psychologically comfortable, with warm human relationships--and professionally supportive--a place where people have the tools and training they need, and where they have opportunities to collaborate and learn from others.

Pauline Sahakian and John Stockton, staff members of a high school in Clovis, Calif., illustrated both aspects of "supportive" with a teacher's description of what she saw when she arrived for a meeting at which teachers were to discuss their observations of one another's classes.

"As I stepped through the doorway of my administrator's office, I was greeted by a checkered tablecloth, baskets of muffins and fruit, and a thermos of coffee. A party? No. The ever-dreaded administrator's post-observation conference! "Our administrator had set the stage for the English Department's first collaborative post-observation conference. The ambience created a friendly, relaxed forum for discussing the instructional methodologies and philosophies of six teacher triads.

"Along with our administrator, we had all observed one another teach. Now we gathered to reflect on our practices in an effort to grow both personally and as a department of professional educators" (Sahakian & Stockton, 1996, p. 50).

10. Learning organizations are "open systems" sensitive to the external environment, including social, political, and economic conditions.

The way the Gwinnett County, Ga., public schools created a new set of standards for student writing is a good example of what it means to be an "open system."

Kate Kirby-Lipton and her coauthors (1996) wrote: "We knew it would be essential to involve parents in the standards-setting process. ... We had just survived a year of intense scrutiny of our instructional program by our community, and parents welcomed involvement in any improvement effort. More than 125 parents volunteered. Of those, we selected a group of 50 geographically representative parents (rural, urban, and so on). They joined 30 teachers in setting the standards during a two-week workshop.

"Using both the state's rubrics for writing and the anchor papers, we trained parents and teachers to score papers holistically--that is, not trait by trait. We then selected a number of papers to represent levels 1-4 of the state's rubric for middle schools and high schools and the six stages for elementary schools. ...

"To validate whether the anchor papers were on target, we submitted our high school papers to the University of Georgia for review. There, the director of the freshman writing program concluded that the students who had produced the most highly rated papers were on track for admission to that university and that the writers of the lower-rated papers would need further academic assistance to be eligible for admission" (p. 31).

What makes the Gwinnett County story especially notable is that school officials not only involved parents in setting standards for student achievement but also checked with the state university, an important "customer."

Conclusion

The quintessential characteristic of organizations that learn ... is to be fully and authentically engaged with the broader community, offering leadership but responding intelligently to social, economic, and political conditions. In today's world, each school must be a learning organization.

References

Ackerman, R., Maslin-Ostrowski, P., & Christensen, C. (1996, March). Case stories: Telling tales about school. *Educational Leadership*, (53)6, 21-23.

Calfee, R. & Wadleigh, C. (1992, September). How Project READ builds inquiring schools. *Educational Leadership*, (50)1, 28-32.

Castner, K., Costella, L., & Hess, S. (1993, September). Moving from seat time to mastery: One district's system. *Educational Leadership*, (51)1, 45-50.

- Fink, S.** (1992, October). How we restructured our categorical programs. *Educational Leadership*, (50)2, 42-43.
- Fowler, R.C. & Corley, K.K.** (1996, April). Linking families, building community. *Educational Leadership*, (53)7, 24-26.
- Gross, S.J.** (1996, April). Creating a learner's bill of rights--Vermont's town meeting approach. *Educational Leadership*, (53)7, 50-53.
- Kirby-Lipton, K., Lyle, N., & White, S.** (1996, December). When parents and teachers create writing standards. *Educational Leadership*, (54)4, 30-32.
- Koski, M.** (1993, September). Change--From the grassroots up. *Educational Leadership*, (51)1, 51-52.
- Marshall, S.P. & Hatcher, C.** (1996, March). Promoting career development through CADRE. *Educational Leadership*, (53)6, 42-46.
- Meadows, B.J., Shaw-Taylor, V., & Wilson, F.** (1993, October). Through the eyes of parents. *Educational Leadership*, (51)2, 31-34.
- Meyer, M.R., Delagardelle, M.I., & Middleton, J.A.** (1996, April). Addressing parents' concerns over curriculum reform. *Educational Leadership*, (53)7, 54-57.
- Sahakian, P. & Stockton, J.** (1996, March). Opening doors: Teacher-guided observations. *Educational Leadership*, (53)6, 50-53.
- Wade, R.** (1997, May). Lifting a school's spirit. *Educational Leadership*, (54)8, 34-36.
- Wagner, T.** (1997, February). The new village commons--Improving schools together. *Educational Leadership*, (54)5, 25-28.

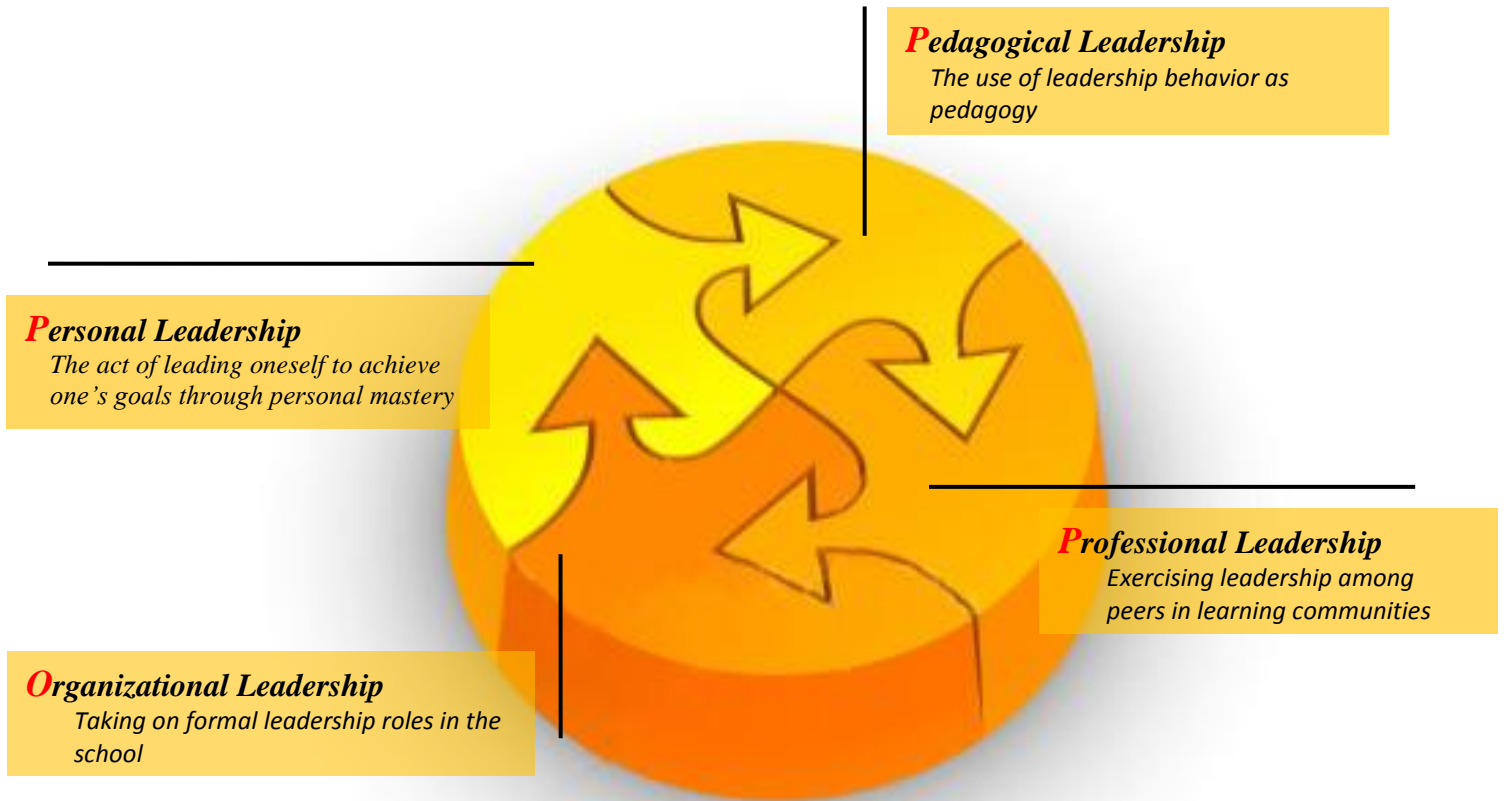
Learning Individuals

- Learn what is personally meaningful; what they feel a need to learn.
- Learn when they accept challenging goals.
- Go through developmental stages.
- Learn in their own way.
- Construct new knowledge by building on old.
- Learn through social interaction.
- Need feedback.
- Develop and use strategies. (Learn how to learn.)
- Learn well in a positive emotional climate.
- Learn from the total environment, intended and unintended.

Learning Organizations

- Have an incentive structure that encourages adaptive behavior.
- Have challenging but achievable shared goals.
- Have members who can accurately identify the organization's stages of development.
- Gather, process, and act upon information in ways best suited to their purposes.
- Have an institutional knowledge base and processes for creating new ideas.
- Exchange information frequently with relevant external sources.
- Get feedback on products and services.
- Continuously refine their basic processes.
- Have a supportive organizational culture.
- Are "open systems" sensitive to the external environment, including social, political, and economic conditions.

APPENDIX D: 3PO TEACHER LEADERSHIP MODEL



3PO Teacher Leadership Model

Appendix E: Summary of Literature On The Professional Development of Teachers

1. For years, PD programs are usually in-service training consisting of workshops or short-term courses that were usually unrelated to the teachers' work, and whereby employers have controls, government establishes the goals, and actors can be universities, employers or consultants (Ingvarson, 1998 as cited in Villegas-Reimers, 2003). But now, there is a "new paradigm" of PD, "new image" of teacher learning, and even considered a "revolution" in education, because teachers' PD for the last few years, has been considered as a long-term process that includes regular opportunities and experiences planned systematically to promote growth and development in the profession (Cochran-Smith and Lytle, 2001; Walling and Lewis, 2000, as cited in Villegas-Reimers, 2003). In fact the professional development (PD) of teachers must go beyond attendance at off-site one-off workshops and courses. PD includes both formal experiences such as attending workshops, professional meetings, mentoring, etc., and informal experiences like reading professional publications and watching television documentaries related to an academic discipline (Ganser, 2000, as cited in Villegas-Reimers, 2003).
2. Villegas-Reimers (2003) in her review of literature listed the characteristics of this new perspective as follows:
 - i. It is based on "constructivism" than on a "transmission-oriented" model, which resulted to teachers being treated as active learners engaged in concrete tasks of teaching, assessment, observation, and reflection. Since teachers are engaged in PD activities, the most successful PD are 'on-the-job' activities such as action research, and study groups and portfolios.
 - ii. It is perceived as a long-term process as it acknowledges the fact that teachers learn over time. Thus, using related experiences of teachers rather than one –off presentations is seen as most effective. The one-shot workshop has been highly criticized by virtually everyone – teachers who participated in it and others who are even vaguely interested in improving teaching (Meiers and Ingvarson, 2005).
 - iii. It is perceived as a process that takes place within a particular context. PD that is school-based and related to daily activities of teachers and learners

are the most effective. As this is a process, schools are transformed into communities of learners, communities of inquiry and caring communities.

- iv. PD is a process that is linked to school reform, as PD is not just mere skill training but a process of culture building that is affected by the coherence of school programme. A PD that is not supported by school or curricular reform is not effective.
- v. A teacher is conceived of as reflective practitioner who has certain knowledge when he enters the profession, and who will acquire new knowledge based on that prior knowledge. Thus, role of PD is to aid teachers in building new pedagogic theories and practices, and to help them develop their expertise in the field.
- vi. PD is conceived as a collaborative process. Though there may be isolated work and reflection, most effective PDs are those with meaningful interactions among teachers themselves, as well as, between teachers, administrators, parents, and other members of the community.
- vii. PD may look and be very different in diverse settings and can have variety of dimensions. There is not one form or model of PD that is better than all others and which can be implemented in any institution, area, or context – no one “size” fits all. Thus, the needs, cultural beliefs and practices must be carefully considered in deciding what PD model would be beneficial to one’s school particular situation. Give more attention to context, so that optimal mix of PD processes and technologies can be identified and planned. Successful PD models in the western context may not be successful in Asian or African settings in terms of political, social and economic framework.