



Inter-Agency Network for Education in Emergencies
Réseau Inter-Agences pour l'Éducation D'Urgence
La Red Interagencial para Educación en Situaciones de Emergencia

Template for a Case Study on Teacher Compensation

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Position: Deputy Chief of Party

Name of your organization: IRC – which is a member of the consortium with the project Partnership for Advancing Community Education in Afghanistan

Date of program or policy implementation described in the case study: April 2006 –(April 2011)
The project will commence its third year of implementation in April 2008.

Location of program or policy implementation described in the case study: 16 provinces of Afghanistan¹

Background

- Brief overview of the context in which you are/were working (*emergency, post-crisis, recovery, development*)

The context of Afghanistan (*emergency, post-crisis, recovery, development*) is difficult to label due to the country's diversity of security issues, emergency needs, conflict and development interventions. The provinces in which the PACE-A project works are relatively secure but incidents of conflict and attack are still regular occurrences and can impede project delivery. Increasing attacks on schools, teachers and students impact on general attitudes about education. While there is overwhelming interest for education, such targeted attacks aimed at the education system nevertheless take their toll and require intensive community mobilization efforts. The provinces are also diverse in terms of populations and severity of climate. Conservative attitudes in some provinces can create obstacles for girls' education and women teachers, but this cannot be generalized for every village. The wide geographic variance of the country have lent to the development of two academic calendars; 'hot climate' and every where else. Most provinces have a vacation during harsh winter months while the 'hot climate' areas have vacation during the exceptionally hot summer months. There are implications on program planning as some parts of the country are conducting their teacher training while others have active classrooms.

PACE-A is a partnership of four international NGOs: CARE (lead agency), International Rescue Committee (IRC), Aga Khan Foundation (AKF) and Catholic Relief Services (CRS). It is funded by USAID for five years. Each NGO works in their own geographic area delineated by provinces. Presently, PACE-A operates in 16 of the 34 provinces of Afghanistan. All four NGOs use the same approach and share standardized training modules and processes. As of September 2007, the project supports these beneficiaries:

¹ Badakshan, Baghlan, Bamyan, Kabul, Nangahar, Laghman, Ghor, Hirat, Wardak, Parwan, Paktia, Khost, Balkh, Logar, Ghazni, Kapisa

Primary class teachers	1 315
Primary class students	43 839
Early childhood teachers	54
Early childhood students	642
Accelerated learning teachers	24
Accelerated learning students	538
Adult learning teachers	197
Adult learning students	4 776
School Management Committees	847

The project is managed by a Project Management Unit (PMU) who sits in a project office in Kabul. The PMU consists of Chief of Party (CARE), Deputy Chief of Party (IRC), M&E specialist (CARE), finance manager (CARE) and a national team of three technical advisors (CARE & IRC). The PMU holds regular meetings with the education managers of the four partners to co-ordinate activities and collaborate on issues as they arise. The four partners communicate regularly and have developed strong relationships.

- [Background information about the population for which the teacher compensation policy applied \(refugees, IDP, returnees\)](#)

The teacher compensation issue is central to the work of the project in that the project is designed to be community-based and community-driven. Communities are required to contribute to the implementation of the project and this community contribution comes in various forms; provision of resources, supervision of classes, cash or in-kind support for the teacher and a classroom space. The project does not pay teacher salaries which sets the project apart from many community-based education providers in Afghanistan. The most vital community contribution is the regular compensation of the teacher.

Remote communities are ‘mobilized’ to establish a primary class for their children. These communities are largely in remote areas where the Ministry of Education is unable to reach and the children are not accessing any school. The community itself will identify an appropriate teacher who is acceptable for teaching girls. The community will also provide a suitable venue for the classroom. More often than not the teacher has received little formal education themselves and is often the community’s mullah (religious leader). The community will also establish a School Management Committee to oversee the class and support the teacher. One duty of the School Management Committee (SMC) is to ensure that the teacher is compensated either through cash or in-kind.

Once a primary class is established, the community may choose to open an optional class; early childhood, accelerated learning for out-of-school girls or adult literacy. The process for establishing these classes are similar to that of starting a primary class. Depending on the number of students in the community, an additional primary class may be established as the original class progresses to the next grade level. The additional teachers mean that the SMC will need to rally support for another teacher.

- [What kind of teachers were you working with:](#)

The compensation issue relates to teachers in NGO supported school aligned with the government system. These teachers are without formal teaching qualifications.

Teacher Compensation

The issue of teacher compensation in the PACE-A project has been a complex and challenging one. There are several key actors who have responsibility for assuring that community-based teachers are being compensated. First and foremost the project's community mobilizers are tasked with 'convincing' the community that a school for children, especially girls, is worth establishing. Three of the project partners mostly delegate the task of mobilizing a community to a master teacher trainer who will also support the teacher. One of the partners have designated community mobilizers whose sole responsibility is to mobilize the community and continue support. Once a class is established, the community mobilizers assist the community with the logistics and process of the actual establishment. This is done through an elected School Management Committee (SMC) which is invariably comprised of elders and highly regarded community members. The function of the SMC is to maintain the classroom, monitor the class (attendance, materials), problem solve, encourage participation of parents and most importantly ensure compensation of the teacher.

Please see protocol attached that outlines roles and responsibilities.

Teachers are compensated by either cash or in-kind support. SMCs are assisted by the project's community mobilizers in ways to do this. Many SMCs collect a small fee from each child to pay the teacher whereas other SMCs will provide wheat, dried milk or other goods. Some SMCs do not sustain their efforts and the teacher is not compensated at all. In any event, the community mobilizers need to assist SMCs in their efforts to support the teacher. PACE-A has created various resources to assist community mobilizers with this task.

Please see discussion paper attached 'Teacher Compensation in Community-based Schools of PACE-A' which describes the rationale for communities to compensate the teachers and some guidelines for community mobilizers to follow.

Please see "SMC Discussion Guide – teacher compensation" attached which is to be used by community mobilizers with SMC members. This resource is a guided discussion to help SMCs understand the value and approaches to compensating the teacher.

The main issues the project has faced with teacher compensation is with the project's community mobilizers and with the community themselves. Many of the community mobilizers themselves are not convinced of the rationale behind communities supporting teachers. Without thorough understanding or commitment to the approach, they are not always successful in convincing the community, let alone assisting them to find ways to compensate the teacher. This is further complicated when other NGOs supporting community-based education initiatives are paying salaries directly to the teacher. The recent policies and MDG targets of the Ministry of Education regarding free basic education to all has provided tension in this discussion. Remote communities and field staff feel somewhat resentful that urban families can access free education, when they are required to find support for their teachers. The discussion paper 'Teacher Compensation in Community-based Schools of PACE-A' was written, distributed and included in staff training as a way to better inform community mobilizers and present the project's rationale for community contributions.

The communities themselves are situated in remote Afghanistan and are mostly very poor. Some communities are also facing drought or severe cold or other natural occurrences thus putting more strain on the community. Their poverty and frugal resources are often used as an excuse for not compensating the teacher. Some teachers understand the constraints of the community and are still willing to teach as a volunteer, whereas other teachers are not. The notion that teachers can also be supported with services (eg mending houses, child care, caring for animals) is not always accepted but still presented as an option. The 'SMC discussion guide – teacher compensation' was developed to assist these kinds of discussions with communities.

Two of the partners have had experience with community-based education for years before the formation of this partnership. Over the years they have successfully handed over community-based

classes to the formal MoE system. This has been done at a provincial level and according to capacity and funds of the MoE at the time. Sometimes a class is 'partially handed over' to the MoE which means that the MoE will provide only salary for the teacher while the NGO will continue to provide training and materials. PACE-A continues to hand over classes to the MoE and at this time approximately 35% of the classes are 'partially handed over'.

Monitoring and the verification that teachers are receiving compensation is achieved through signed receipts bearing signatures of the teacher and the SMC chairperson as well as the teacher's time sheet. These documents are collected by the partner agency and are calculated as a cost share for the project as agreed by the donor, USAID. A teacher's teaching time is calculated as equivalent to \$25 per month. Irrespective of the actual amounts or in-kind support received by the teacher, the budget cost-share contribution for the project remains equivalent to \$25 per month.

Policy and Coordination

In August 2006, the Ministry of Education released Draft Policy Guidelines for Community-based Education in Afghanistan. PACE-A was part of the MoE working group that contributed to the writing of this policy. The draft policy is about to undergo a review with feedback and information from PACE-A and other community-based education providers who have been implementing it. It is envisioned that the policy will be finalized in the coming weeks.

One section of the Draft Policy Guidelines for Community-based Education in Afghanistan refers to compensation. Undoubtedly this section will be re-visited in the upcoming review, but at present it reads...

Remuneration

The CBS (community-based school) teachers' salary to be according to government salary scale for those CBS teachers who meet the minimum criteria set for teachers.

For those who do not meet the minimum criteria and are recruited exceptionally a stepped method for gradual salary increase will be used as they enhance the qualification through teacher training. The steps are 60% for start, 80% as they make half way progress and 100% when they meet the minimum criteria. Attendance and performance assessment will be carried out by the CBS SMC on a weekly basis, and assessed monthly.

Community contributions to cover at least part of the CBS teachers' salary are encouraged. Volunteer teachers, if so determined by the SMC, will be accepted as long as they receive appropriate levels of training and meet the attendance and performance standards of the MoE.

The Policy Guidelines also defines all community-based education classes as 'outreach classes of the Ministry of Education' and therefore fall under its jurisdiction. This provided PACE-A with the rationale to lobby the MoE and Department of Planning to put all the PACE-A teachers on to their pay roll. PACE-A underwent a series of meetings and discussions with advisors to the Minister as well as with the Minister of Education himself. The Minister agreed that these CBE primary teachers should be paid by the MoE as they were following MoE curriculum and procedures and are, in fact 'outreach classes of the Ministry of Education'. The Letter of Understanding signed between the Minister of Education and PACE-A included a clause to this effect:

Subject to available funds, MoE will allocate salaries for all the PACE-A community-based school teachers who fit within MoE guidelines and specification of recruitment.

PACE-A devised a step-by-step process for partners to follow in order to complete the required administration for each community-based teacher of the primary grades. (*see attached*) This process was approved by MoE at the central level. MoE have decentralized the recruitment of teachers, so each province use their own teacher registration and recruitment forms. The sixteen provinces in which PACE-A is currently operating used different forms but required fairly similar information for each teacher. PACE-A provincial managers and field staff negotiated with the Provincial MoE officers to

understand the process and then collected the necessary information from each teacher including signatures and photos. This was a massive undertaking and took a substantial amount of time to complete. The MoE's Department of Planning agreed to accept the forms as one complete bundle, rather than province by province. This laid pressure on all partners to submit the paperwork as quickly as possible but it still took three months to complete.

The completed forms, accompanying letters from the Provincial MoE Directors and summary data are being submitted to the Department of Planning this week (Feb 2008) as the Ministry finalizes its annual budget. PACE-A and its donor, USAID, will also meet with the Minister of Education to request his support for the process in the coming weeks. If successful, this will put approximately 950 of the 1 315 community-based teachers on to the MoE pay roll. Approximately 35% of the PACE-A primary teachers are already on the MoE pay roll as these classes are already partially integrated into the MoE system.

Needless to say, the community-based teachers are very excited at the prospect of being officially recognized and compensated by the government – especially those teachers who have been teaching for years with little or sporadic compensation from their community. Conversely, should the MoE not accept the applications or not find funds for the teachers, teachers will undoubtedly feel demoralized and perhaps duped by the partner for raising their hopes of a receiving a regular bona fide salary.

Teacher Motivation, Support and Supervision

The motivation of a teacher to continue teaching in their community can be a challenge. Surveys of teachers around the world reveal that teachers are mostly motivated by seeing children learn and especially children who have been particularly struggling. Compensation is not the leading motivator. This does not mean that the importance of regular compensation can be diminished, but it does mean that teachers need the skills to see learning occur. As mentioned, most of the PACE-A teachers are not formally qualified and most have not attended 12 years of school and so the project spends a lot of attention on the training and support of teachers. Teachers receive approximately 30 days of training in workshop mode per year. During such trainings, teachers receive a per diem and travel allowance from the project to the amount of \$5 per day. They can also expect visits from their trainers every couple of weeks to provide some in-classroom support, though this is a constant struggle for field staff negotiating secure routes and other project activities.

The project also provides text books, stationery and teaching-learning materials to each class and replenishes supplies when required.

The School Management Committee members are required to visit the class at least once a week. One of their tasks is to observe the teacher's instruction and complete a pictorial monitoring form for the trainer. This pictorial form depicts a number of possible activities the teacher could be doing, eg group work, role play, lecture, art. This form helps the trainer to see the techniques teachers are using in between their visits. It also gives the SMC members a reason to visit the class and in turn the teacher feels acknowledged. SMC members see the work of the teachers and share their observations with parents, thus building respect for the teacher.

To help professionalize the teacher and the role they play in the community, they are provided with a job description and code of conduct. These documents are discussed with the teacher and SMC members to help clarify the function of the teacher. The code of conduct was adapted from the INEE minimum standards example through a consultative process with other NGO community-based education providers. This code of conduct is being used by other agencies as well. (*see attached*)

One challenge the project faces is finding women to teach. Cultural restrictions coupled with the fact that many remote women have not received any education, and are therefore illiterate, present obstacles to finding female teachers. Nonetheless, 27% of PACE-A teachers are female but this can also present challenges for male teacher trainers or male SMC members. It is not culturally acceptable

for an unrelated male to be in the classroom with a female teacher and so support to female teachers is probably not as extensive as it is for male teachers. The project recognizes that to really support female teachers, there is a need to recruit female project staff. Partners are trying their utmost to find female teacher trainers but are finding it exceedingly difficult.

The other issue with female teachers is that in-kind support as compensation is viewed as begging and rather shameful to the family. This is not the case for a mullah as classroom teacher or even a male teacher. There is little community mobilizers can do to shift this attitude. However, because males are the family providers they need to be assured of contributions from the community. When they are not being compensated, they are more likely than female teachers to stop teaching and look for an alternative income.

In conclusion

The whole issue of teacher compensation has been the most interesting and most challenging for the PACE-A project. The donor, the Ministry of Education, managers, field staff, School Management Committees and teachers have all faced issues regarding the rationale for community contributions and the requirement for regular and sustained compensation of teachers. The government has been announcing their commitment to free basic education for all which should also include remote communities. Some resentment brews over the requirement of PACE-A communities to compensate teachers themselves when urban families do not.

This is further complicated when other NGOs providing community-based education pay salaries directly to the teachers. This confuses field staff and community members when they see a need for money in communities to alleviate poverty. There is no conclusive evidence to prove or disprove whether organizations paying community-based teachers' salary does result in higher teacher motivation or improved quality of instruction; there is only anecdotal information. Recently, one of the CBE providers handed over 14 of their classes to the PACE-A project to better co-ordinate geographic focus. Its commitment to pay teachers salaries continued until the end of the academic year. The academic year finished and the teachers were asked to complete the MoE forms in order to get them on to the pay roll – as other PACE-A teachers were doing. All fourteen teachers refused to complete the forms and said that they would only continue to teach if the organization continued to pay their salary. Nor were they satisfied with relying on the community for their compensation. Sadly, all fourteen teachers have closed their classes.

The sentiments shared by teachers, communities and field staff about compensation and the need for creating sustainable education programs in villages have led PACE-A to make significant efforts in supporting field staff in their work as well as trying to get teachers on to the Ministry pay roll.