



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:** Education Specialist

**Name of your organisation:** UNICEF Pakistan

**Date of program or policy implementation described in the case study:** November 2005 – May 2006

**Location of program or policy implementation described in the case study:** Maira Camp, Shangla District, North West Frontier Province, Pakistan.

### Background

Please include:

- Brief overview of the context in which you are/were working (*emergency, post-crisis, recovery, development*)
  - Background information about the population for which the teacher compensation policy applied (refugees, IDP, returnees)
  - What kind of teachers were you working with:
    - Teachers in government primary and secondary schools (including pre-school/ ECD)
    - Teachers in government supported non-formal education programs/ learning centres etc
    - Teachers in NGO supported schools aligned with the government system
    - Teachers in NGO/ community supported non-formal education programs/ learning centres
    - Teachers with or without formal teaching qualifications
    - Headteachers and classroom assistants
    - Volunteer teachers and paraprofessionals
- Other: \_\_\_\_\_

Maira Camp was established in Shangla district, North West Frontier Province, Pakistan, following the 8 October 2005 earthquake, and at its height accommodated approximately 20,000 internally displaced people, the majority of whom came from the Allai Valley in neighbouring District Battagram.

The primary school-going age population of the Camp was approximately 6,000, and it was estimated that 50% of these children were girls. UNICEF's objective in the earthquake affected zones was to provide access to quality primary school for all children, with a particular focus on girls. In this part of Pakistan, it is not culturally acceptable to the community for girls to attend schools, unless their teacher is female, even at primary level, and co-education is also prohibited.

Working with the local Department of Education, UNICEF assisted the establishment and supported the running of a government primary school in the camp.

### **Challenges of finding women teachers**

This caused a number of challenges for UNICEF as it attempted to enrol all girls in the camp, as there were no suitably qualified women available in the locality who could be recruited as teachers for the camp school. In Shangla and Battagram, female participation in school, and thus in employment, has traditionally been very minimal, and the literacy rates for women are consequently very low. There is a strong cultural bias against women participating in activities outside the home, and many girls are deprived of an education or professional training as a result. This discrimination is so deep rooted in the Shangla/Battagram area that no local women teachers could be found, nor any teachers from amongst the displaced people, who could be recruited to work in the schools.

UNICEF set up an office in Besham town, about 45 minutes from Maira Camp and established close ties with the district education authorities, funding a sub office of social mobilisers, whose task it was to re-establish many of the primary schools which had been destroyed by the office. One of the activities covered by the UNICEF funding was to support the Maira Camp School and finance the teachers' salaries.

### **Women teachers recruited from outside of the district**

In consultation with UNICEF, the acting Department of Education, Executive District Officer, Wadjid Iqbal, who is a native of Mansehra District, recruited seven women teachers from Mansehra, an area about three hours from Shangla, which has a far higher rate of female literacy, enrolment of girls at school and thus a better supply of women teachers. These teachers were recruited at the beginning of November 2005.

### **Teacher Compensation**

Please describe your teacher compensation experience, including:

- Who are/were the key actors and what is/was their sphere of responsibilities with regard to the compensation of teachers?
- How did the money get dispersed? How was accountability assured? How were issues of corruption addressed?
- Were there specific donor strategies and funding mechanisms put in place? If so, what approaches were taken and how were these implemented?
- Were there specific government structures and/or policies around teacher compensation? If so, how were these communicated and implemented?
- Was the community engaged in and encouraged to support the teacher compensation effort? If so, what approaches were taken to engage the community and what role(s) did they take to support the teacher compensation effort?
- What were some of the challenges you faced in compensating teachers, and how did you overcome those challenges?
- Were there any tools that you used in this work? If so, please describe them and attach a copy if possible.
- Please share any lessons learnt / outcomes / good practices resulting from this experience.

A further important point that should be noted is that the 7 women were all related; there were several sisters and cousins. One older man, who was the father and uncle of the women, also accompanied the women to the camp, where he acted as their chaperone. This man was also employed as a guard in the school and received a moderate salary of his own for this job. It would have been impossible and unacceptable for the community for the women to have taken up their jobs without the presence of the older male family member. Furthermore, camp security was ensured by the presence of the Pakistan army, thus the safety of the women teachers was guaranteed.

The salaries were dispersed through the Department of Education. UNICEF signed a Memorandum of Understanding with the District Education Authorities in order to provide support to the Camp schools over the period of nine months and 50% of the total amount of the agreement was disbursed to the Department of Education at the beginning of the project. When that amount had been spent, and when the Department of Education had provided a financial report, along with the original payment receipts, countersigned by the teachers, UNICEF dispersed the remaining 50% of the agreed budget.

As we were dealing with a small amount of teachers, it was very easy for UNICEF to ensure that the teachers had been paid in full and that there was no corruption or misuse of funds involved. The camp was regularly visited and follow up classroom support provided to the teachers, during which issues of payment and monitoring that all financial matters were in order took place.

### **Policy and Coordination**

Please describe the policy and coordination elements of your teacher compensation experience. For instance:

- Who are/were the key actors and what is/was their sphere of responsibilities with respect to policy and coordination?
- Did you advocate for equitable teacher compensation? If so, describe the process and outcomes:
- Did you engage/ work with the government from the start of the process?
- Did you engage/ work with local or international donors during the process?
- How did you engage/ work with these other actors and ensure coordination?
- What were some of the challenges you faced in developing policy and ensuring coordination, and how did you overcome those challenges?
- Were there any tools that you used in this work? If so, please describe them and attach a copy if possible.
- Please share any lessons learnt / outcomes / good practices resulting from this experience.

Coordination of the camp itself rested with the Pakistani army, which did a very efficient coordination and management role and which also provided security to the camp inhabitants. The District Education authorities were supported by UNICEF to coordinate all education activities in the several camps in the earthquake affected areas in Northern Pakistan. Teachers receive modest salaries in Pakistan, and it is not a well paid profession. It was agreed with the Department of Education that incentives would have to be offered to teachers during the emergency, in particular if it involved moving teachers from the own locality in order to teach in a camp setting.

In order to attract the identified women teachers to come and teach in Maira Camp, a number of incentives were offered. While a locally recruited male teacher was paid a monthly salary of 4,000 Rs (USD 66) in the camp school, the women teachers from Mansehra were offered far higher salaries, from between 7,000 and 9,000 Rs, depending on their individual qualifications and experience.

Three of the teachers had graduated with Bachelor Degrees and the other four had completed their schooling and had several years of experience as teachers.

The teachers were also provided with tents, in which to live in the camp, and though the conditions were not that comfortable, the relatively high salaries offset somewhat the hardship of the post.

### **Teacher Motivation, Support and Supervision**

Please describe the teacher motivation, support and supervision elements of your teacher compensation experience. For instance, motivation and support may include in-service training; provision of housing, transportation, and food, etc.; defining what a teacher means in the community; building community respect for teachers; fostering student success to give teachers success, etc.

- Who are/were the key actors and what is/was their sphere of responsibilities with regard to teacher motivation, support and supervision? Please be sure to demarcate the roles of the government, community and international actors.
- How was accountability realized? Was there a code of conduct? If so, please describe and attach a copy if possible. How were issues of corruption and/or exploitation addressed?
- What were some of the challenges you faced in motivating, supporting and supervising teachers, and how did you overcome those challenges?
- Were there any tools that you used in this work? If so, please describe them and attach a copy if possible.
- Please share any lessons learnt / outcomes / good practices resulting from this experience.

The teachers were visited on a weekly basis by UNICEF education officers as the camp was a mere 40 minutes drive from the UNICEF office in Besham. They were provided with a type of classroom mentoring, encouraged in their duties and assisted also with orientation on health and hygiene messages which they were encouraged to pass on to the children.

The presence, motivation and professionalism of the seven women teachers played no small part in the success of the school in attracting and retaining thousands of girls living in the Maira camp. It was evident from visiting the schools and observing the classes that the primary school girls were learning to read and write and count, and to speak some words in Urdu and English, and all this in a very short space of time. Furthermore, it was clear that the young students were enjoying the classes. Most of these girls had never been to school before.

The women teachers were also offering an example to the camp population of what was possible in terms of social participation for women, participation based on the acquisition of education, a concept that would have been hitherto alien to the displaced people.

During the months of April and May 2006, many of the families living in the camp returned home and the camp population diminished dramatically. This had a knock on effect for the school with enrolment figures falling. There was no longer the need for all 7 teachers and though UNICEF attempted to keep two or three of the women teachers, they all decided to leave and return to their homes. Seven months of living in a tent in a displacement camp had proved enough for the teachers and now they felt it was time to return home. The weather also played a part in the decision: the hot sun made it very difficult to live in tents and in the end this may have been the major factor in the teachers' decision not to remain.