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2018

## **Khyber Pakhtunkhwa's government and new teacher induction policy: Is the government in harmony with national and international trends in teacher education?**

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**Khyber Pakhtunkhwa's Government and New Teacher Induction Policy: Is the  
Government in Harmony with National and International Trends in Teacher Education?**

Paper Submitted to

**ICBEM 2018**

Organized by

**Sukkur IBA University**

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**Date: January 14, 2018**

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### **Abstract**

Role of competent teachers is fundamental in improving quality of education, therefore we find more organized and rigorous teacher education programs in those countries which have better quality of education. Quality teachers can be produced from quality pre-service teacher education programs. In Pakistan, raising teachers' status and competency received a remarkable attention for the last two decades. There has been consistent emphasis on improving quality of teacher education almost in all the National Education Policies in Pakistan. And this emphasis was translated into various reforms and development initiatives such the initiation of B.Ed. (Hons.) and ADE programs. Although due to various causes the targets have not been achieved most of the time, however the need for improvement has been continuously highlighted and solutions have always been proposed. Similar guidelines for the improvement of teacher education are provided in both of the recent National Education policies of Pakistan 2009 and 2017. However this time, one of the obstacles before the initiatives of the policies, especially the new teacher education programs is the provincial autonomy. For example, the new teacher induction policy in Khyber Pakhtunkhwa province is in direct contradiction with the recommendations of the national education policies and international standards of teachers. This paper attempts to raise various critiqued questions on the new teacher induction policy of Khyber Pakhtunkhwa, specifically on the fact that the policy has eliminated the requirement of professional educational degrees for all teaching posts. This new induction policy is most likely to create imbalance in the education system by devaluing pre-service teacher education programs in the province. Resultantly, the struggles for raising the quality of education will remain fractional. Therefore, in order to effectively materialize the reforms of quality education, the KP's government needs to revise this induction policy and give weightage to pre-service teacher

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education degrees (B.Ed. Hons & ADE). Because these professional teacher education degree holders have the competency to improve the quality of classroom learning along with overall education system.

*Keywords:* Pre-service Teacher Education, B.Ed. Hons, Teacher Induction Policy, Khyber Pakhtunkhwa.

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### Introduction

Quality education at every level has a strong bearing upon every aspect of a country's development, including cultural, social, and economic. However, quality of education is largely dependent on the quality of teachers and quality of student learning in classroom (Government of Pakistan [GoP], 2009 & United Nations Scientific, Education and Cultural Organization [UNESCO], 2000). It is therefore important for any nation to improve its teacher education, as researchers consider that effective teachers are responsible for better student learning outcomes (Joyce & Showers, 2002, UNESCO, 2013) and are change agents in the their systems of education (Hargreaves, 1994). For this reason, countries around the world are paying attention to their quality of education through improving teacher education. Countries like Singapore, Finland, whose students are performing better than other countries on the international standardized tests like TIMSS (Trends in International Mathematics and Science Study) and PISA (Programme for International Students Assessment), are considered to have more rigorous and effective teacher education programs than those which are less so (Hargreaves, Lieberman, Fullan & Hopkins, 2010; Sahlberg, 2010). Nevertheless, Pakistan is continuously trying to raise the standard and quality of teachers according to international standards by bringing various reforms in teacher education.

In Pakistan, after the 18<sup>th</sup> amendment in national constitution, all the provinces are autonomous in bringing reforms in education system. Taking advantage of the 18<sup>th</sup> amendment, the KP government initiated certain reforms in education system for the purpose to bring quality in education. For instance, these reforms include, new induction policy for teachers, improvement in infrastructure, revising the textbooks, and many others. Some of these reforms have brought positive results; however, reforms in teacher induction have been widely criticized

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across the country. Therefore, this paper attempts to briefly analyze Pakistan's efforts towards teacher education, which is followed by a critique on new teachers' induction policy of KP from the perspective of pre-service teacher education program (B.Ed. Hons). Moreover, this paper also tries to highlight possible threat of the new induction policy towards teacher education and education system of KP.

### **Background of Teacher Education in Pakistan**

In Pakistan, despite various reform initiatives, plans and policies, teacher education has to come a far way in improving the student learning outcomes. Improving teacher education has always been part of the goals and priorities of various education policies in Pakistan. The first Education Conference of 1947 held in Karachi made recommendations for necessary actions for training of the teaching force through short courses. The 1959-68 education policy reinforced the need to work on the recommendations of the 1947 conference, for which infrastructure of the teacher education institutes and duration of the programs were the major foci. The 1972-80 Policy advocated for revising and improving the pre-service teacher education programs like PTC (Primary Teaching Certificate) and CT (Certificate of Teaching), while the 1979 policy suggested up-gradation of teacher education institutions (National Education Policy, 1979).

The National Education Policy of 1992 advocated for partnership with the Non-Governmental Organizations (NGOs) and improving in-service trainings (Government of Pakistan, 1992). Similarly, the National Education Policy 1998-2010 also showed commitment to improve teacher education through various initiatives, such as improving content and pedagogy of teachers, establishment of Provincial Institutes of Teacher Education (PITEs) and raising the entry requirement for teachers' recruitment (Government of Pakistan, 1998). The National Education Policy of 2009 highlights the issue of implementation and some of its causes

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like corruption, political influence and favoritism at various levels (Government of Pakistan, 2009).

This recent education policy puts forward its recommendations for bringing essential reforms in pre-service teacher education programs in order to improve the overall quality of education. These recommendations were supported by the rationalization study of UNESCO (2006), which highlighted the flaws of the previously implemented programs like CT and PTC and causes of these flaws. Some of the highlighted flaws in the previous programs included lack of resources, outdated curriculum, lack of information and communication technologies (ICTs), lack of innovative strategies of teaching and assessment, and ineffective teaching practice (Ayub & Khan, 2013).

As a result of the empirical evidence, Pre-STEP (Pre-service Teacher Education Program) was initially funded by the United States Agency for International Development (USAID) and initiated in collaboration with the Higher Education Commission Pakistan and other important partners like the provincial and federal governments and all those institutions where the program was implemented or was to be implemented. The four-year B.Ed. (Hons) two-years ADE Program were piloted in few teacher education institutes. However, it was planned and agreed to be extended to other teacher education institutes of the country, as it was designed to eliminate all the above mentioned defects of the previous programs (USAID, 2012; USAID, 2013).

Unfortunately, a majority of the recommendations proposed by various policies and plans could hardly be achieved due many complex sets of reasons and challenges (Ahsan, 2003; Ali, 2006). Due to weak implementation of policies in Pakistan, teacher education is still ineffective, particularly in terms of quality at basic education level (Rizvi & Bob, 2005; UNESCO, 2006).

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### **The New Teacher Induction Policy at Khyber Pakhtunkhwa**

The government of Pakistan is taking serious steps towards achieving various targets for bringing universal primary and quality education to all citizens without any discrimination. Before 2010, providing free and quality basic primary education was the responsibility of the state and all reforms and initiatives were with the federal government. However, after the 18<sup>th</sup> amendment in Pakistan's National Constitution-1973, the federal government made all provinces autonomous in some fields, including education. Soon after the 18<sup>th</sup> amendment, similar to other provinces, the Khyber Pakhtunkhwa government initiated various reforms for bringing significant changes in education. The authorities of previous ANP's (Awami National Party) government developed provincial five-year action plan 2010-15. Keeping the importance of teachers' contributions in development and current low status of teaching profession the government brought reforms in teachers' status. The Basic Pay Scales (BPS) were increased from BPS-7 to BPS-12 for Primary School Teachers (PSTs), BPS-12 to BPS-15 for Certified Teachers (CTs) and from BPS-14 to BPS-16 for Senior Secondary Teachers (SSTs). Similarly, in order to cope with the shortage of teachers, thousands of new teachers were recruited.

In 2013, the PTI (Pakistan Tehreek-e-Insaf) got lead in the KP and established their government. The manifesto of this political party was to bring change in KP's various departments, of which education was on priority. Thus, keeping advantages from 18<sup>th</sup> amendment, the current KP's government also initiated various reforms including independence monitoring unit, improvement in schools infrastructure, and increase in enrollment rate and many others. These reforms brought some positive changes identified by many reports (see, Alif Alan, 2017; ASER Report, 2017). However, one of the recent education reforms – New Teacher



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Induction Policy 2017- has been fiercely criticized by various stakeholders in education department.

The new teacher induction policy was approved from the provincial cabinet and was implemented on priority basis. In this policy, the earlier criteria for teachers' selection was revised and new eligibility criteria was proposed for teachers' induction in public sector schools of KP. Very soon, the government advertised recruitment of more than 17000 teachers of various cadres and scales. Surprisingly, there is no requisite condition of professional qualification for any post. However, only additional 5% marks are to be given to candidates having a professional degree, with Bachelor of Arts (B.A) as the eligibility criteria for all posts (such as; Primary School Teacher (PST, BPS 12; Certified Teacher (CT, BPS 15); Drawing Master (DM, BPS 15) and Secondary School Teacher (SST general, BPS 16). Moreover, the eligibility criteria for the posts of Secondary School science Teacher is Bachelor of Science (BSc) (SST science, BPS 15). Interestingly, 20% additional marks will be given to those candidates having master degree in any field, except education. Ironically, candidates having the prerequisite professional qualification i.e. Master in Education (including B.Ed. Hons) will get only 10% additional marks. In addition, the advertisement states that a training of nine-month duration will be given to all selected candidates at the Provincial Institute for Teacher Education (PITE) and Regional Institutes for Teacher Education (RITEs). The sample of advertisement is attached in appendix **A** and **B**.

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### A Critique on New Teacher Induction Policy

The rationale behind the amendment in existing teacher induction policy is the recommendations of a research study conducted by the government of KP for the purpose to explore the quality of teachers. A survey test was conducted on PSTs in order to measure their competency level. Ironically, out of the total participated primary school teachers, only 7% teachers had qualified the survey test (Reba, 2017, December 1). The findings were generalized on other teacher cadres (CTs, SSTs) and it was recommended that the condition of professional qualification in teacher induction policy should be demolished. During presentation in a seminar on Teacher professional qualification held at Peshawar, Ali, A. (2017, November 21) stated that "I have many observations on this research study. First, the purpose of test conduction was not disclosed with the participants [which is against ethical consideration of research] and also the selected sample size was not appropriate representative of the population". But on the basis of such a weak study, it seems that for some political interest and influence the current government developed, approved and implemented this new teacher induction policy. As we have observed, some of previous politically influenced education policies, this personal political interest may also affect the education system in the future (Ahmad, Rehman, Ali, S., Ali, F., & Badshah, 2013; Shah, 2003).

Furthermore, this study highlighted only the professional qualification issues relating to quality of teachers. However, contrary to this, the World Bank (2006) discussed numerous factors that affect the low performance and quality of teachers in Pakistan, which include, among others, academic qualification, continuous professional development, recruitment on merit, a well-structured monitoring system for teachers performance and many others (Cited in Hunzai, 2009). Similarly, low performance of teachers can be due to the dis-satisfaction of teachers from

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their working conditions. Ali (2018) however, found that 85% teachers in KP's government sector are not satisfied from their working conditions. This dis-satisfaction of teachers is due to "Overcrowded classrooms, multi-grade classes, shortage of time, lack of educational resources and support from school leadership, policies related to curriculum" and other political influences from politicians (Ali, 2018, p. 80). The solution of these identified factors (Ali, 2017; World Bank, 2006; UNESCO, 2006) demand for proper professional development programs for teachers (Pre-service and in-service). For this purpose, the new B.Ed. Hons four-year professional degree program was initiated by the government of Pakistan with the collaboration USAID through a project entitled of Pre-STEP – preservice teacher education program. The officials of Pre-STEP with the consultation of HEC designed courses of B.Ed. (Hons) in such a way that emphasized on the development of prospective teachers' competency in content area as well as in pedagogical skills. The performance of graduates of B.Ed. (Hons) has been acknowledged by various NGOs, as well as respective school leaders, where these graduates are working (Personal Communication, 2016 & 2017). However, in the new induction policy, the scenario of B.Ed. (Hons) is totally opposite. For instance, there is no place for these graduates in new induction policy. All this discussions create certain questions in mind such as, if the KP's government really interested in enhancing the quality of education in general and teachers in particular then why there is no place for B.Ed. (Hons) professional teachers who spends four years for developing themselves as a professional teacher?

No doubt, there is larger agreement on the role and status of teachers as the key reason of quality education. The status of teachers as well as pre-service teacher education duration in developed countries is much higher than Pakistan (Evagorou, Dillon, Viiri & Albe, 2015). Given the current status of teachers and teacher education, in the last decade the federal government of

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Pakistan initiated remarkable reforms for raising the status of teachers as well as teacher education in Pakistan. Resultantly, the duration of pre-service teacher program was raised from one year to four years (GoP, 2009). Besides, new extensive curriculum was designed for pre-service teacher education according to the 21<sup>st</sup> century demands and parallel to National Professional Standards for Teachers in Pakistan (NPSTP, 2009b). In addition, the National Education Policy (2017) presented policy guidelines for the recruitment of teachers in Pakistan as;

To ensure content and pedagogical requirements for a teacher, four years B.Ed. (Hons) Elementary/ equivalent (BA/BSc plus B.Ed.) shall be required for teaching in primary and elementary classes while content qualification of sixteen years in a school subject with B.Ed. Secondary/ five years B.Ed. (Hons.) Secondary shall be the requirement for teaching secondary and higher secondary classes in a public or private school. Relaxation in qualification may be allowed only in less developed areas where sufficient number of qualified teachers is not available. (GoP, 2017, p. 63)

Although the KP government was part of this policy development, soon after the presentation of national education policy (2017), the KP government developed a contradictory teacher induction policy totally against of that national education polices (GoP, 2009 & 2017). Moreover, this policy is also contradicting the National Professional Standards for Teachers in Pakistan (2009), Pakistan development vision 2025 and as well as international standards for teachers in various countries.

The national education policies (2009 & 2017) particularly stressed on Sustainable Development Goal – 4 ‘quality Education’ and ‘universal primary education’. This policy would create various issues related to quality education in the near future. Through this new induction

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policy of the KP Government, unrest and anxiety amongst all the stakeholders has been created about the future of teacher education and quality of education. Such induction policies are suitable only in such conditions where there is shortage of professionally qualified teachers. If there is enough professionally qualified teachers in the job market, then bringing such reforms will create certain issues in term of quality teachers and education. In other words, in coming days this reform may result just into “Cosmetic changes” (Memon, 2001, as cited in Khan, 2011) in improvement of teachers quality instead of overall increase in education quality.

Additionally, the new induction policy is also going to discard the efforts and money of previous federal government and USAID. The Pre-Service Teacher Education Program (PRE-STEP) funded by USAID, invested millions of dollars for improving pre-service teacher education in Pakistan. Moreover, in order to attract brilliant students through scholarships a huge money was spent and also constructs buildings in various universities including University of Peshawar. Soon after the implementation of teacher induction policy, the enrollment rate decreased in almost all teacher education institutes at KP. Resultantly, survival of teacher education institutes will be difficult in coming years.

### **Critique on Training**

According to official data (GoKP, 2017), total of 17315 new teacher (10566 male and 6749 female) will be recruited through this advertisement. Further, soon after recruitment nine months training will be provided to all newly recruited teachers in Provincial institutes for Teachers Education (PITE) and Regional Institutes for Teacher Education (RITEs). However, there is only one PITE and twenty RITEs (Inam & Reba, 2014). If we proportionate the number of teachers with training institute, almost 825 teachers will be trained in each institute. In fact, dealing with such high number can create various issues such as; human resources, physical

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resources, infrastructural issues, management, quality, and many more. Nevertheless, still the existing number of teachers training institutes in Pakistan are not sufficient to meet the demand of teacher training (Siddique, 2007), and the KP's government is engaging them in another large project without/with less ground works. The purpose of amendment in new induction policy was to improve the quality of teachers at KP, but the above mentioned training model seems creating issues of quality then all the changes is useless. Moreover, the local stakeholders and experts have best understanding about KP's teachers' needs and level but unfortunately, they are not involved in designing and development of the content for these training.

Various government officials advocated that the quality of teacher education institutes are not remarkable that's why professional qualification is removed from induction criteria. But, the training will be provided in these teachers training institutes, from where students get pre-service teacher education (B.Ed. hons and A.D.E). Generally, there is agreement on the fact that teachers prepared by teachers training institutes at KP, are not competent to face the challenges related to teaching and learning at inside or outside of school (Ali, 2018). So preparing quality teachers in these same institutes (of which pre-service teacher education was criticized) without bringing any/less innovations and changes in these institutes shows ignorance of officials towards education system. Moreover, if the trainers and training institutes are same then why the pre-service teacher education was demolished? In addition, many other questions related to this training also raised. For instance, the main question is about the motivation of the trainees. According to Dawoodzai (2017 September 19) it is perceived that the trainees will take little interest because after recruitment they will know that they have gotten job and now we don't need to work hard. Which will be again the replication of traditional teachers. In addition, the training part of new teacher induction policy also contradict with National Education policies

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(NEPs, 2009 & 2017). For instance, due to the low quality of teachers in Pakistan, the Higher Education Commission (HEC) and NEPs increased the duration of pre-service teachers from one to four years, whereas, this induction policy is again reducing the duration into only nine months. If the government is not satisfied from the quality of those prospective teachers who are spending 4 years in B.Ed. (Hons) program, then how the nine months training will ensure quality of these teachers?

### **Influence of New Induction Policy on Motivation of B. Ed. Hons Students**

In almost all teacher education institutes at KP, the motivation level of students are deteriorating day by day due to ignorance of government officials in the induction policy. It can be inferred from the high number of enrollment in B.Ed. (hons) program in various institutes that the students were highly motivated towards adopting teaching profession. Because, many students opted teacher education instead of other programs during admission. Due to our personal observations, being students of B.Ed. (hons) we found some of these students motivated in all three categories such as; Extrinsic, Intrinsic and Altruistic (Moran, Kilpatrick, Abbot, Dallah, & McClune, 2001). Their extrinsic motivation was due to opportunity of scholarships provided by USAID, a commitment of job availability in grade-16 in prioritized basis and international standard degree in teacher education. Whereas, various factors such as 'teaching as family profession, love towards teaching profession and others' made them intrinsically motivated towards this B. Ed. (Hons) program. Furthermore, altruistic factors were considering teaching profession as a prophetic profession, commitment and love for working with children, and desire to bring changes in education system of KP. Moreover, female students were mostly motivated due to cultural factors, as in KP culture majority of people consider only teaching profession secure and suitable profession for females. However, the new induction policy

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influenced the motivation of these students by ignoring them in teacher induction. And there is an uncertainty among these students for their future. Because, unfortunately, they are not considering even in such field, where they spent or spending four years for the purpose to become professional teacher. Nevertheless, these students of teacher education have no place in any other field. However, other professional degree holders such as; engineers, doctors, lawyers, business etc. are eligible to apply and they will be considered in the competition.

It seems that this policy may have no positive long term impact on quality improvement of education. Since, by recruiting other professional degree holders, a possibility of high retention rate of teachers will be observed. Because, a high qualified or other professional degree holders may leave the teaching job once they get some good offer in their respective fields. As result, the students in classrooms will be without teachers for many years because generally teacher recruitment is conducted after some years, or if even it will happen immediately, the process will still take time.

### **Shortage of Education Experts in Coming Future**

As soon the policy of teacher induction announced and the government advertised recruitment of teachers. The students enrolled in teacher education institutes began diversion from their field. Many of these got enrollment in other programs. Whereas, there is high probability of social inferiority complex in their surroundings due to giving no value to their degree in teacher induction. All these conditions are alarming for teacher education in KP, because soon there will be no enrollment in teacher education programs, eventually these collages/institutes will be closed. According to HEC teacher education road map only those candidates can apply to MPhil and PhD in education with whom have some sort of teacher



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education degree. But this policy will produce a vacuum in HEC teacher education road map. As result in coming future there will be shortage of teacher education experts at KP.

### **Conclusion**

Pre-service teacher education is very important for teacher education, their quality and for schools. This is because if teachers lack professional qualification which is at par with international standard and relevant competencies to make the learning activity inside and outside of the classroom by implementing effective curriculum, then the reforms become useless and 'learning crises' increase in schools (Hunzai, 2009). The role of teachers is widely recognized in education, its improvement and for quality education. The continuation of good performance in international assessment tests of many countries is due to continuous improvement in pre-service teacher education. Resultantly, competent and qualified teachers enter teaching profession in these countries.

Teaching is a complex activity, which requires high competency and professionalism. It is not only about doing 'talk and chalk' activity, but in the international context even the definition and role of teacher is being continuously changes with the passage of time. For instance, one of the emerging roles of the teacher is 'teacher as a researcher'. Recently, one of the important and contemporary issues highlighted in the classroom is 'learning crises' (Karboul, 2017, October). While hiving many issues related to teachers in Pakistan there are one of key issue is 'learning crises'. As by continuous induction of teachers in previous many years the number of teachers has been increased enough. But again the students particularly feels learning crises inside the classroom. This is because of the issues such as overcrowded classrooms, lack of resources and many. While dealing with all these issues a teacher needs to be as a researcher and s/he needs to investigate these issues and come-off with some workable and

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instant solutions. Thus, by keeping the importance of emerging role of teachers as researcher, one of the initiative was initiating the B.Ed. (Hons) program. By excluding criteria of teacher education from teacher induction policy, will make the teaching profession open for those who don't know the role of teacher as researcher. Probably, while doing all these reforms, by the end we will again face 'learning crises' and the efforts will become useless.

In Pakistan, education in general and teachers in particular are mostly influenced by governing political parties. Other than teaching in school, teachers also perform various additional jobs such as, duty during election, polio vaccination, different exam invigilators and so on. Of all the political parties always looking towards teachers during election. Therefore, every political party during in government tries to bring reforms for teachers, mainly for the purpose to attract the teachers. These reforms sometime contributes positively to the development of education but sometimes it creates many negative effects. Same is the case with current government the new induction policy will help the governing political party in increasing the 'teachers capital'- teachers of own ideology. As discussed various possibilities of negative effect of this new induction policy the government need to revise this policy and give a proper space to the B.Ed. (hons) students and develop teacher education according to international and national trends.

Nevertheless, this policy will have some positive effects on education status of KP; including induction of highly qualified teachers but this is again a short term outcome. Therefore, a visionary and an effective leader will always go for long term benefits instead of short term. Thus, the government should need to bring such reforms which have long term positive impact instead of short term benefits.

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