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CONTEMPORARY SERVICE CONDITIONS OF RURAL PRIMARY SCHOOL  
TEACHERS IN EAST PAKISTAN

By  
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SERVICE CONDITIONS; EAST PAKISTAN

Ahmed

## PREFACE

For about a decade both as a teacher and an official in the administrative set up, I had the opportunity to know intimately the teacher problems of East Pakistan. These problems at the back of my mind gained additional significance on joining the Education Department of the American University of Beirut, when I came in contact with the modern viewpoints of the importance of personal dimension in the organisational effectiveness, and ultimately led me to select a topic for thesis on the service conditions of rural primary school teachers in East Pakistan. The study, in essence, is an endeavour to look critically into some of the needs of teachers and to suggest measures for their satisfaction.

I have drawn freely upon the writings, surveys and researches of the authors on the subject under consideration and readily acknowledge their contributions. While there are many persons who have contributed in one way or another to the preparation of this work and necessarily must go unnamed, I wish to acknowledge with special gratitude the assistance of Dr. J. W. Nystrom, the chairman of the thesis committee. Amidst various preoccupations, Dr. Nystrom, very kindly, went through the drafts, and offered constructive suggestions. His upright criticism and subtle humour could make me work and contributed a lot to its completion. I convey my heartfelt gratitude to Dr. Nystrom.

I have no language sufficient to acknowledge my deep debt of gratitude to Dr. L. P. Cajoleas, a member of the thesis committee and chairman, Education Department. From the preliminary selection of a topic for thesis till its completion I have disturbed him time without number and always received sympathetic advice. I am grateful to Dr. Cajoleas in more than one way: In writing the thesis I drew profusely upon the course "Education and Social Change" offered by him. I am also grateful to Prof. F. Antippa, a member of the thesis committee, for her valuable suggestions and affectionate guidance.

Grateful acknowledgements are also due to Dr. H. A. Kurani, Dr. M. Akrawi and Prof. J. Katul. They kindly lent me some very useful books relevant to the thesis and also gave valuable suggestions whenever I approached. The course "Comparative Education" offered by Dr. Akrawi helped me tremendously to tackle comparative aspects of the thesis easily. Last but not the least, I owe a debt of gratitude to the East Pakistani school administrators and members of the East Pakistan Primary Teachers Association for their hearty cooperation in collecting data.

S. Ahmed

## ABSTRACT

The thesis proposes desirable service conditions for the rural primary school teachers of East Pakistan and compares the present position with the desirable conditions.

The first chapter states the problem, narrates the method of studies, delimits the problem and defines the terms used in thesis.

The second chapter prescribes desirable conditions. In doing so, it takes into consideration teachers' conditions in three advanced countries of the world, viz., U.S.A., England and France, the opinions of experts, the conditions of civil servants of East Pakistan, the views of school administrators and prominent members of the East Pakistan Primary Teachers' Association.

The third chapter describes present conditions of teachers and those of civil servants in general and lower grade clerical service in particular and draws a comparison between the two: The lower grade clerks with less qualifications enjoy a salary scale higher than the teachers, required allowances, facilities of accumulative leave and standard retirement benefits. They have also wider openings for promotion. Regulations relating to selection ensure justice and fair play. Rules regarding health provide a check to the appointment of unhealthy candidates, rules regarding probationary period provide a check to the potentially worthless candidates from securing tenure status.

The fourth chapter compares the present position with the desirable conditions. It has been found that (a) the great majority of teachers do not possess desirable qualifications, (b) the conditions relating to health and selection leave room for improvement, (c) evidence tends to support that there is a gap between theory and practice in tenure and transfer rules, (d) salary scale is not competitive with that of other occupational groups of equivalent preparation, increase in salary could not keep pace with the rising cost of living, (e) required allowances are not paid, (f) promotional opportunities are few and far between and procedures for selecting promotional cases leave room for prejudice and injustice, (g) leave facilities deserve extension, (h) retirement system is not standard, (i) teachers are not well organised and their mode of approach to attain for the members better service conditions deserves orientation.

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## CHAPTER I

### INTRODUCTION

#### Statement of the Problem

It is generally conceded that the success of any human endeavour is closely related to the quality of the personnel who perform the tasks necessary to the achievement of the purpose. The same would apply to the conditions which affect their physical and mental well being. This assumption is as applicable to the school system as it is to any organisation of human effort. The extent to which public education succeeds depends to a large extent upon the quality of the personnel engaged in the educational process and upon the effectiveness with which they discharge individual and group responsibilities. The editors of the Year Book of Education, 1963 said:

The strength of an educational system must largely depend upon the quality of its teachers. However enlightened the aims, however up to date and generous the equipment, however efficient the administration the value to the children is determined by the teachers. There is, therefore, no matter important than that of securing a sufficient supply of the right kind of people to the profession, providing them with the best possible training and ensuring to them a status and esteem commensurate with the importance and responsibility of their work. With the rapid expansion of schooling, both in numbers and extent all over the world, these problems have acquired a new importance and urgency.<sup>1</sup>

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<sup>1</sup>George Z. F. Bereday, Joseph A. Lauwerys (ed.), The Year Book of Education, 1963 (London: Evans Brothers Limited, 1963), p.xii.

Each individual brings to his role in the organisation a pattern of needs which has been defined in various ways. According to Davis needs may be classified as primary or secondary, primary needs are physiological, such as, hunger, thirst and sleep. Secondary needs derive from interaction with the environment and are largely social. There are priority levels and sequence of domination among human needs. The secondary needs do not assume importance until the primary or physical needs have been satisfied.<sup>2</sup> This brings us to the question of the relevance of human needs to school administration. In a fundamental sense, the satisfaction of human needs is essential to the attainment of institutional objectives. The will of members of the school organisation to cooperate in or to resist the attainment of objectives is strongly influenced by the extent to which each is able to experience work satisfaction. This, in essence, is the thesis of this study. It examines the service conditions of rural primary school teachers of East Pakistan.

#### Purpose of Study

The purpose of the thesis is to examine the strength and weakness of the service conditions of rural primary school teachers of East Pakistan. To do this it has been necessary to determine desirable conditions--conditions that can best satisfy the needs of the teachers and then to compare the present situation with the desirable conditions.

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<sup>2</sup>Leith, Davis, Human Relations in Business (New York: McGraw-Hill Book Co., 1957), pp. 38-39.

Hence the thesis has a twofold purpose; First, it fixes desirable service conditions for rural primary school teachers of East Pakistan and second, it examines the present situation in relation to desirable conditions.

### Methods of Study

In determining desirable conditions the following criteria have been used:

1. Conditions in three advanced countries of the world, viz., U.S.A., England and France.
2. Conditions of civil servants of East Pakistan.
3. Views of school administrators and teachers received through questionnaire and interviews.
4. Opinions of the expert committees and commissions.

And in that connection relevant literatures were reviewed. Particulars of the three advanced countries were drawn mainly from authoritative books on comparative education and UNESCO publications, the present conditions of rural primary school teachers and those of civil servants were obtained from the publications of the government of East Pakistan and those of the government of Pakistan.

The questionnaires were sent to a selected population of 60 persons consisting of school administrators and prominent members of the East Pakistan Primary Teachers' Association. Besides, interviews were held with a limited number of education officers and secretaries and presidents of the Primary Teachers' Association. The interviews were found very useful as they could clarify many points of view that

were not clear in the replies to the questionnaire. The same questionnaire was used in the interview also. The interviewees were requested to criticize the present provisions of the service conditions and to suggest measures for improvement. Points of interests were noted then and there. Out of 60 questionnaires, sent, 30 or 50 per cent were returned.<sup>3</sup>

#### Limitations of the Problem

1. The thesis takes into consideration service conditions of rural primary school teachers only. The urban primary school teachers who are controlled under separate statute are beyond the scope of this thesis.

2. It takes up selected aspects of service conditions.

3. It takes into consideration only the material status of the teachers.

#### Definitions of the Terms Used in Thesis

1. Rural.--For the purpose of the thesis this refers to an area which comes under the East Pakistan (Rural) Primary Education (supplementary) Provisions Act XXVIII of 1957 as amended by Ordinance XXVIII of 1962 viz., the Bengal (Rural) Primary Education (East Pakistan Amendment) Ordinance.

2. Primary school.--The first stage of the public system of education of East Pakistan which covers five classes from classes I to V for the age group 5 to 10.

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<sup>3</sup>For copy of the questionnaire, per cent of replies and interview records, see appendix.

## CHAPTER II

### DESIRABLE CONDITIONS

This chapter deals with prescribing the desirable service conditions for rural primary school teachers of East Pakistan. The criteria, used, in deciding such conditions include:

1. Teachers' conditions in three advanced countries, viz., U.S.A., England and France.
2. Suggestions put forward in replies to the questionnaire and interviews of teachers and officials in East Pakistan.
3. Opinions of various expert committees and commissions.
4. Conditions of civil servants of East Pakistan.

Questions may be raised as to the criterion of advanced countries, as it is emphasised by educators that practices in education if transferred from one country to another can do more harm than good because of the difference in cultural backgrounds. True, but the studies of comparative education also indicate that the educational problems of no country are unique. Unique are the ways in which each country should solve her own problems due to the difference in background--social, economic and political. Needless to emphasise the studies of three countries, mentioned above, may give an insight in looking through the problem more objectively as Kandel observed:



If properly approached it deals with fundamental principles and fosters the acquisition of philosophic attitude in analysing and, therefore, stimulating a clear understanding of education. The study makes the educator better able to enter into the spirit and tradition of the educational system of his own nation.<sup>1</sup>

#### A. Conditions Relating to Appointment:

Qualification. Endeavour has been made in this section to decide the minimum qualifications that should be required of rural primary school teachers in East Pakistan. It includes preparation--academic and professional. In an effort to decide the issue, first, the present position in three advanced countries has been stated, second, the views expressed in replies to the questionnaire and those in the interviews have been given, third, a discussion and it has been followed by recommendations as to the desirable qualifications.

U.S.A.--The situation, as it stands, today, a Bachelor's degree representing four years of preparation beyond high school (12 years of school education)<sup>2</sup> is universally required for appointment as elementary school teacher. There is considerable agreement among educators that teachers, regardless of the level of the educational programme in which they are assigned should be broadly educated and large part of their four or five year programme should be devoted to general or liberal education. It is also agreed that a significant proportion of the preparatory programme should be given over to the study of subject matter to be taught. Finally, because teaching is viewed as a

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<sup>1</sup>I.L. Kandel, The New Era in Education: A Comparative Study (Cambridge: Massachusetts: Houghton Mifflin Company, 1955), p. 12.

<sup>2</sup>Ibid., p. 301.

profession with a unique body of knowledge and skills essential to its effective practice, the programme of teacher education should include what is referred to as a professional education.<sup>3</sup>

England.--In England the minimum qualification for appointment as a primary school teacher is a certificate from the teachers' training college representing three years of education beyond high school (11 to 13 years of school education).<sup>4</sup> The purpose of the courses of education in the teachers' training college is fourfold:

1. Opportunities for each student to deepen his or her personal education through the intensive study of one or sometimes two special subjects.

2. General training in the basic subjects of the primary and secondary school curriculum and specially in English and basic mathematics. Courses in religious instruction are also made generally available.

3. Professional education in the sense of studies in the principles of education, the psychology of childhood, health education and the historical and social aspects of education.

4. Practical training in the form of supervised teaching practice in schools supported by courses in teaching methods.<sup>5</sup>

France.--In France, the minimum qualification for a primary school teacher is a certificate from the normal school requiring four

<sup>3</sup>George Z. F. Bereday, Joseph A. Lauwerys (ed.), op.cit., pp. 177-191.

<sup>4</sup>I.L. Kandel, op.cit., pp. 150-151.

<sup>5</sup>George Z. F. Bereday, Joseph A. Lauwerys (ed.), op.cit., pp. 137-155.

years of education after the first cycle of high school (9 years of school education).<sup>6</sup> Candidates with Baccalaureate qualification may also join training institutions. In that case, the duration of training is one to two years. The objective of the training college is the cultural and professional development of the prospective teachers.<sup>7</sup>

Views expressed in the questionnaire and interviews:

1. The minimum qualification for appointment as primary school teacher should be matriculation<sup>8</sup> followed by one year of professional preparation: 40 per cent.

2. The minimum qualification for appointment as primary school teacher should be matriculation followed by two years of professional preparation: 60 per cent.

Discussion:

While giving the history of development of the institutions for the preparation of elementary school teachers of the three advanced countries mentioned above Kandel said:

Throughout the 19th century the intending primary school teacher was restricted to his future occupation, selected at an early age from a primary school, he was prepared in a primary school or an institution administered by authorities responsible for primary education. As a consequence he was never able to shake off what the French call l'esprit primaire, a tendency to worship primary facts and information rather than ideas, narrow intellectual contacts inevitably resulted in narrow points of view. The tendency today is to postpone early choice of teaching as a vocation by providing a complete general education in a secondary school.<sup>9</sup>

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<sup>6</sup>I.L. Kandel, op.cit., p. 286.

<sup>7</sup>George Z. F. Bereday, Joseph A. Lawwerys (ed.), op.cit., pp. 245-255.

<sup>8</sup>Graduation on completion of 10th class of high school.

<sup>9</sup>I.L. Kandel, Comparative Education (Boston: Houghton Mifflin, 1933), p. 524.

The same author also pointed out that the factors, among others, which contributed to the present position in those three countries were:

1. The gradual recognition at the beginning of the 20th century of the enlarged scope of primary school as an institution to give not merely instruction but an education in the broadest sense.

2. The development of educational theory and psychology, which carried the conviction that the teachers' task consists of more than merely imparting information.

3. The gradual movement towards the acceptance of the primary school as the common school for all.

4. The raising of school leaving age.

5. The realisation of the meaning of education as an instrument of social and national welfare.<sup>10</sup>

From the study of the position in the three advanced countries and their history at least four principles can be derived:

1. To perform his function satisfactorily according to the modern concepts of education a primary school teacher should be academically well qualified in the subjects he teaches, he should have sound professional training in how to teach his subjects and understand the children in his charge.

2. High school graduation should be the minimum pre-professional qualification for the position of a primary school teacher.

3. The prospective primary school teacher should undergo a minimum of two years' training in a training institution in both general and professional courses of studies.

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<sup>10</sup>Ibid., p. 523.

4. Gradual steps should be taken to raise the qualifications of primary school teachers so as to avoid vacuum when the age of compulsory education is raised necessitating the primary school teachers to teach higher grades.

The opinions from within the country, as noted earlier, also support the principles, derived from the study of advanced countries. The consensus is that the minimum academic qualification of a primary school teacher should be matriculation. The majority opinions agree that the present one year training is not sufficient and recommends a minimum of two years' training after high school graduation. Forty per cent of the population, however, recommends one year's training after matriculation. The educational administrators with whom the researcher held interview also opine that the duration of training should be one year for the present, as they apprehend, sudden lengthening of training period may slow up expansion of educational facilities. According to the ground survey of Educational Institutions, 1960, East Pakistan needs additional primary school teachers numbering 30000 at the end of the plan period 1960-1965.<sup>11</sup> In the circumstances it seems better to make the programme of raising the duration of training gradual. This view also finds support in the report of the Commission on National Education which runs thus:

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<sup>11</sup> The Government of East Pakistan, The Ground Survey of Educational Institutions, 1960, Part I: Primary Education (Dacca: East Pakistan Government Press, 1960), p. 2.

The course of training should be for one year followed by an inservice training programme during summer vacations after 5 years of experience. We would normally have suggested a two years' training course but in view of the large demand for teachers we are constrained to limit the training to one year in the hope that it may be possible after five years to raise it to two years. To make up for this shorter course, we have suggested the compulsory refresher course after five years of teaching.<sup>12</sup>

### Conclusion

In the light of the discussion, above, the following decisions may be arrived at:

The minimum qualification for appointment as primary school teacher should be matriculation followed by one year of training. The duration of training should, however, be raised to two years at an early date. The question of qualification should be reviewed from time to time and a gradual step should be taken to raise the qualification of primary school teachers to keep pace with the raising of school leaving age.

#### Age:

Age is a condition for entry into many occupations and teaching should not be an exception to this. Attempts have been made here to fix a suitable age for entry into primary teaching of rural areas of East Pakistan. The position in three advanced countries is noted below:

U.S.A.--It could not be discovered from the literature whether

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<sup>12</sup>The Government of Pakistan, Report of the Commission on National Education (Karachi: Government of Pakistan Press, 1960), p. 261.

there is any prescribed age of entry for teaching profession in U.S.A. Even if there is any it may vary from state to state and even from district to district in the same state as the local districts make their own regulations. The age of entrance, however, can be inferred from the following situations: compulsory education in U.S.A. begins at the age of 6 and as the minimum qualification for elementary school teachers is Bachelor's degree a prospective teacher has to prosecute studies for 16 years--12 years of school education plus 4 years of college education. In other words, at the time of passing out from the college he or she is about 22. This can be taken as the minimum age for entry into the teaching profession if there is any age limit.

England.--In England the age of the prospective teacher is decided at the time of entry into the training college which is 18 years. A candidate, therefore, is expected to pass out from the training college at about the age of 21 years, education in the training college being 3 years, and is supposed to join service at about the same age.<sup>13</sup>

France.--In France the age of the prospective primary school teacher is decided at the time of entry into the Normal School which is 17 years for those who join training after the completion of the first cycle of secondary school and 19 years for those who join training after passing the Baccalaureate examination. The duration of training for the former is 4 years and for the latter is 1 to 2 years; a

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<sup>13</sup>C.A. Richardson, Helen Brule, Harold E. Synder, The Education of Teachers in England, France and U.S.A. (Paris: UNESCO, 1953), p. 102.

candidate, therefore, passes out from the normal school and join teaching at about the age of 21 years.<sup>14</sup>

Views expressed in the questionnaire and interviews:

1. The age of entry into primary teaching should be from 18 to 25 years: 47 per cent.
2. The age of entry into primary teaching should be from 18 to 25 years with flexibility up to 35 years for experienced persons: 53 per cent.

### Discussion

The experiences derived from the advanced countries indicate that the age of entry for primary school teachers may be fixed at from 18 to 25 years. The persons replying to the questionnaire and those interviewed recommended the same age range for entry into teaching. The criterion of the civil servants of East Pakistan, it being 18 to 25 years with variation for some services viz., medical, engineering and judicial in which cases the maximum age is up to 35 years, support the contention.<sup>15</sup> But what is the scientific basis for deciding the age of entry into services? The literature on education is silent on this aspect. The assumption in deciding the age of entry at 18 to 25 years appears to be that this age range falls in early adulthood and if one is selected at this age he can render his services to the occupation during the best period of his life. However, it seems, in deciding such issue the impression of the administration plays a dominant role.

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<sup>14</sup> Ibid., pp. 144-148.

<sup>15</sup> For information on the conditions of civil servants of East Pakistan, see pp. 77-87 of Chapter III.



### Conclusion

Relying on the majority opinions as found in replies to the questionnaire and interviews, criterion of the advanced countries and that of the civil servants of East Pakistan and moreover, because of the fact that prospective primary school teachers can finish their minimum education at about the age of 18 years, the following condition may be fixed:

The age of entry of rural primary school teachers should be from 18 to 25 years with flexibility up to 35 years for experienced persons.

### Health

Good health is a condition of employment in many occupations and teaching should not be an exception to this. It is beneficial both from the points of view of the teaching profession and the administration. Healthy teachers can do better work which helps raise the status of the profession and it is also to the benefit of the administration which has employed teachers for the education of the children of the nation. Castetter observed:

Professionals are expected to perform constantly at a high level of physical and mental efficiency and every effort should be made to appraise the actual and potential physical condition of the prospective teacher. Experience indicates that chronic illness on the part of the staff members is conducive to waste and inefficiency. If staff illness and disability exist to any extent the educational programme may suffer. In addition interferences which develop in the educational programme through physical incapacities of staff members, additional expenditures are called for when leaves of absence for extended illness and retirement due to disability occur.<sup>16</sup>

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<sup>16</sup>William B. Castetter, Administering the School Personnel Programme (New York: Macmillan Co., 1962), p. 198.

The particulars that are available in the literature of education in regard to the regulations of health in three advanced countries are as follows:

U.S.A.---Statutory provisions in certain states provide a basis for health examination. There is, of course, considerable variation among the states in health examination requirements. Some states have no requirements, in others, a health examination is pre-requisite to employment. Periodical health examinations during employment are required in some states; in others, the matter rests with the local board.<sup>17</sup>

England.---In England at the time of entry into training college each candidate has to submit medical certificate in support of good health.

France.---In France prospective candidates of the normal school have to undergo rigorous medical examination. The candidates have to appear before a special committee of three doctors, viz., two general practitioners one of whom must be the school health officer, assistant to the divisional inspector and a qualified phthisiologist, the principal of the training college must be present at the interview. The committee studies the candidates medical files, it examines their lungs and sensory organs with particular care. It may pass or reject candidates or postpone their admission. Before they are finally admitted to the training college, successful candidates have, in addition, to undergo an Xray examination of their lungs.<sup>18</sup>

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<sup>17</sup> Ibid., p. 320.

<sup>18</sup> Richardson, Brule, Synder, op.cit., p. 145.

### Views Expressed in the Questionnaire and Interviews:

Thorough medical examination of the prospective primary school teachers should be held before employment and diseased persons should not be appointed as teachers. Minimum requirements should be free from disease and deformity, good eye sight and good hearing: 100 per cent.

### Discussion

The studies of the situation in the three advanced countries reveal that good health is a condition for employment as teachers. Either at the time of entry into training college or at the time of entry into service the candidates have to undergo medical examination and to submit medical certificate of fitness. The persons who replied to the questionnaire, as mentioned above, also emphasise the appointment of healthy individuals as teachers and recommend a medical certificate of fitness before employment. The principle is also in vogue in the case of civil servants of East Pakistan.

### Conclusion

Relying on the consensus and judging this aspect of service conditions on its own merit the following condition may be fixed:

The prospective rural primary school teachers should possess sound health including mental, physical and emotional vigour. They should be medically examined before employment and the minimum standard should be free from disease, constitutional weakness, free from deformity, good eye sight and good hearing.

Selection:

This section is limited to the formulation of a machinery for selection of teachers. The provisions in the three advanced countries in this regard are as follows:

U.S.A.--It is usually necessary for the applicant for a teaching position to be interviewed. This is most often done by the superintendents of schools or one of his assistants, although others including principals, supervisors and teachers are sometimes included in the interviewing process either singly or as a group.<sup>19</sup>

England.--The Board of Governors appoint teachers subject to the approval of the education committee of the Local Education Authority.

France.--The academy inspector is responsible for the selection of primary school teachers with the help of the Departmental Council.

Views Expressed in the Questionnaire and Interviews:

1. A committee consisting of the district<sup>20</sup> inspector of schools and others should interview and select candidates: 33 per cent.
2. A thana<sup>21</sup> selection committee with thana education officer and others should interview and select candidates: 67 per cent.

Discussion:

It is evident from the studies of three advanced countries that

<sup>19</sup> Percy E. Burrup, The Teacher and the Public School System (New York: Harper and Brothers, 1960), p. 271.

<sup>20</sup> A district is a unit of administration in East Pakistan. There are 17 such districts.

<sup>21</sup> A thana is a unit of administration in East Pakistan. There are 409 such thanas.

everywhere there is a machinery for the selection of teachers which consists of one or more than one person. In this regard, the individuals replying to the questionnaire, as shown above, have put forward some very interesting suggestions. All of them recommended selection of candidates by a committee. Of course, on details they differed, e.g., whether the constitution of a selection board should be at the district or at the thana level, obviously to enable the distribution of power to the lower ladder. The important principle that can be derived from these opinions is to involve the judgements of more than one person in the selection of candidates. And it has its utility, as Castetter observed:

Despite the fact that group judgements like most techniques designed to measure individual fitness for a given position, has certain limitations, use should be encouraged. It has the advantage of revealing strength and weakness of a candidate which may not be discovered when the appraisal is made by a single person.<sup>22</sup>

### Conclusion

In the light of the discussion, above, the following principles may be adopted:

1. In selecting candidates judgements of more than one administrator should be involved.
2. A committee consisting of the district inspector of schools as chairman and four others should select primary school teachers in each district. From time to time a pool of candidates should be prepared on proper tests and interviews and they be appointed serially when a vacancy arises.

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<sup>22</sup>Castetter, op.cit., p. 194.

3. When a pool is exhausted the district inspector may appoint teachers subject to their approval by the selection committee later.

4. Rules regarding procedure of selection should be unequivocal and should be given wide publicity through the Primary Teachers' Association so as to avoid misunderstanding.

5. Rules should be reviewed and amended if necessary on the feed back received.

#### B. Tenure

The term tenure in the teaching profession has a general meaning indicating the duration for which a teacher is employed. The term also has a technical meaning referring to employment year after year, indefinitely with limitations on the procedure to be followed before dismissal.<sup>23</sup>

The term tenure has been taken here in its technical sense.

The main advantages of tenure as advocated by the educators are as follows:

1. It guarantees teachers' security of employment during satisfactory service.
2. It gives the teachers a sense of belonging to the profession.
3. It protects teachers against unwarranted dismissal.
4. It encourages academic freedom in the classroom.
5. It prevents incompetent teachers from gaining permanent employment in the profession.

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<sup>23</sup> Chester and Marie, op.cit., p. 1382.

6. It maintains staff stability and promotes job satisfaction.

7. It ensures school teachers no less personal freedom outside the classroom than any other citizen.<sup>24</sup>

The salient features of tenure system include:

1. Completion of a specific probationary period which is construed to mean a temporary appointment during which time the individual is carefully supervised and appraised in terms of the extent of his ability to render efficient service to the institutions.

2. Automatic tenure status at the end of the probationary period to teachers who meet prescribed requirements.

3. An orderly procedure for the dismissal of the teachers. This includes provision for notifying the individual that his services are unsatisfactory, as well as a reasonable opportunity to show improvement before notification of intent to dismiss is given.

4. Notice of the intent to terminate services of the individual in the event that the desired improvement in services has not been attained. Written notice of intent to dismiss details the specific reasons for the action which is contemplated.

5. A hearing which provides the teachers an opportunity to defend himself against charges.

6. The right of appeal against an adverse decision to higher educational authorities and to the courts.<sup>25</sup>

A report of UNESCO.--The UNESCO in its report on the survey of 59 countries of the world states:

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<sup>24</sup>Castetter, op.cit., pp. 341-342.

<sup>25</sup>Ibid., p. 340.

The ways in which public primary teachers are guaranteed permanency of tenure vary from one country to another and depend to a certain extent on prevailing conceptions of the organisation of public services. In this regard the countries whose Ministry of Education have replied to the present inquiry may be classified, tentatively, into the following three groups: (a) countries where public primary teachers enjoy a legal status on the same footing as other officials or adapted to the special characteristics of their posts, (b) countries where they are employed on the basis of a special contract defining the rights and duties of the contracting parties, (c) countries where these two systems coexist. (a) The systems whereby public primary teachers enjoy a legal status appears to be the most wide spread. Under this system they are generally appointed in the first instance for a probationary period of varying length and then on certificated basis if their conduct and work are satisfactory. In most cases certification involves a guarantee of permanent or long term tenure provided certain statutory or legal conditions are fulfilled, the right of appeal in the event of dismissal or allegedly unjustified refusal to grant promotion and voluntary and compulsory retirement on pension on conclusion of a certain fixed period. (b) In the countries of this category public primary teachers are employed on the basis of a special contract. Such contract defines the length of appointment or the conditions under which it may be annulled. (c) In the countries of this category the system coexists of the countries described under (a) and (b). Some public primary teachers enjoy legal status while others are appointed on the basis of a special contract.<sup>26</sup>

U.S.A. --For public school teachers in the United States, tenure varies from state to state. Thirty eight states have tenure laws which cover some or all the teachers in the state. Some laws provide that when a teacher is not to be employed, advance notice must be given by a certain date; other laws protect the teachers against unfair dismissal.

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<sup>26</sup> International Bureau of Education, Primary Teachers' Salaries (Paris: UNESCO, 1953), pp. 13-14.



In general, teachers may either be employed under written contract for a specific period of time, usually a year, may be on probation for a period of time after which they come under the provision of a statute tenure law, or may be on permanent tenure from the time of employment. Some states require that before teachers are placed on tenure status, they must serve a probationary period of one to five years, three being the usual length.

Teachers in the public schools are slowly achieving employment security. It is estimated that at the present time 58.5 per cent of the public school teachers in U.S.A. are employed under tenure laws. The number of states having teacher tenure laws on the statute book has doubled in the last 10 years. The age of retirement varies from 55 to 65.<sup>27</sup>

England.---In England all teachers other than those employed in an emergency or on special occasions have to be employed under a written agreement defining the conditions of service of which they have to be given a copy. Probationary period is for one year and the age of retirement is 65.<sup>28</sup>

France.---The public primary school teachers in France are civil servants. The new teacher serves for three months as a probationer in the post to which he has been assigned and before the end of December takes the practical tests for the teachers' qualifying certificate on passing he is established on the following first January and from that

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<sup>27</sup>Richardson, Brule and Synder, op.cit., p. 308.

<sup>28</sup>Ibid., p. 102.

time on is eligible for regular promotion in his profession. The upper age limit for retirement is 58, it may, however, be deferred for two years at the request of the person concerned, and for a maximum of three years if he has still dependent children to provide for.

Views Expressed in the Questionnaire and Interviews:

1. The primary school teachers should undergo a probationary period of two years as the civil servants: 100 per cent.
2. The teachers should not be transferred, suspended and dismissed without proper inquiry and hearing: 100 per cent.
3. The teachers should have the right of appeal in the case of adverse decision: 100 per cent.
4. The appeal should be heard by the Director of Public Instruction: 40 per cent.
5. The appeal should be heard by a tribunal: 60 per cent.
6. The age of retirement should be fixed at 55 years: 47 per cent.
7. The age of retirement should be fixed at 60 years: 53 per cent.

Discussion:

As the studies reveal in all the three advanced countries teachers have to undergo a period of probation although this period varies from country to country as in U.S.A. it ranges from three to five years, in England it is one year and in France it is three months. The individuals replying to the questionnaire and interviews, however, agreed on a probation of two years.

As it has been found the trend in the world, today, is to give the teachers permanent tenure. Teachers' Associations believe in the

usefulness of tenure privilege and advocate for it as discussed earlier in this section. Here is a statement of the National Education Association, U.S.A., which gives justification for tenure privilege:

Security of position is an important characteristic of a stable profession. One of the discouraging factors in teaching in the past has been in the instability of employment and this has, probably, been an influential factor in the comparatively large number of teachers who choose to leave the profession each year, among other causes, to seek employment where job security is greater. After a reasonable period the professional worker should earn an equity in his job and dismissal from it should be based upon clearly justifiable causes and not be the result of irresponsible and capricious action.<sup>29</sup>

The replies received through the questionnaire and interviews also support the view that the primary school teachers should be granted tenure privilege.

The fixation of an age of retirement appears to be necessary to enable the administration to plan intelligently with the individual for his retirement and replacement. But there is no one practice of retirement as it has been found in the United States it ranges from 50 to 65, in England it is 65 and in France it is 58, in East Pakistan for the civil servants it is 55. The persons replying to the questionnaire did not recommend one age of retirement. Even among teachers difference of opinion was found. One teacher who happened to be the Secretary of the Subdivisional<sup>30</sup> Primary Teachers' Association opined

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<sup>29</sup>The National Commission on Teacher Education and Professional Standards, The Teacher and Professional Organisation, 1956 (3rd Ed., Washington: N.E.A.), p. 30. Cited by Burrup, op.cit., p. 523.

<sup>30</sup>Subdivision is a unit of administration in East Pakistan. There are 54 such subdivisions.

that in no case the age of retirement should be fixed beyond the age of 55 as, according to him, the teachers become too old to work after that age.<sup>31</sup> In 1953, the District Primary Teachers' Association, Comilla, in their memorandum to the Chief Minister of East Pakistan suggested: "The period of service for the primary school teachers should be either 35 years of service or 60 years of age."<sup>32</sup> In deciding such issue, it seems, various factors operate; they are, among others, health, pressure from the employees, tradition of the country, experience of other countries and, of course, the impression of the administration plays a dominant role.

#### Conclusion

In the light of the discussion, above, the following principles may be adopted:

1. Every teacher should undergo a period of probation for two years to enable the administration to ascertain the competence of the teachers.
2. The administration during the period of probation should contribute to the development of the teacher through careful supervision and positive guidance.
3. The teacher under probation should be confirmed on a satisfactory report from the head teacher of the school duly endorsed by the area education officer.

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<sup>31</sup> Interview with the Secretary, Subdivisional Primary Teachers' Association, Feni, East Pakistan, August 7, 1963.

<sup>32</sup> District Teachers' Association, Comilla, East Pakistan, Memorandum to the Chief Minister of East Pakistan, February 17, 1953.

4. The teacher should be assured of the continuity of employment after successful fulfillment of the probationary period.

5. Termination of employment should be made only for defensible cause.

6. There should be limitation on the dismissal procedure which should consist of opportunity for accused teacher to be heard in his own defense and permit him to have counsel and to present witness.

7. The teacher should have the right of appeal against any adverse decision and such cases should be decided by an arbitration board as the East Pakistan Education Reforms Commission recommended:

Arbitration board should be established to look into the appeals and grievances of the teachers and to consider matters relating to suspension and dismissal, etc.<sup>33</sup>

This view is also supported by majority opinions of the persons replying to the questionnaire and interviews.

9. The date of retirement should be sixty years with flexibility up to 65 for wisdom and experience.

### C. Transfer

The term transfer, as used herein, refers to the movement of teachers from one school to another. This movement is generally horizontal and may or may not involve increased responsibility or salary. Endeavour has been made in this section to decide some procedures to be followed in transferring the teachers of primary schools of East Pakistan.

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<sup>33</sup> Government of East Pakistan, Report of the Educational Reforms Commission, East Pakistan, 1957 (Decca: East Pakistan Government Press, 1957), p. 12.

Transfers may, broadly, be divided into two categories: (1) Those initiated by the administration in the interest of public education, and (2) those initiated by the teachers in their own interest. The first may be required for one or more of the following reasons: (a) Increase or decrease in the enrolment thus necessitating adjustment of staff, (b) unsatisfactory service by the teacher, (c) deterioration in the relationship among staff members or with the local people, (d) necessity of maintaining a well balanced teaching staff in every school, (e) unsuitability of the teacher to the position. Transfer of the second category may be needed on account of the following reasons: (a) desire to work in a new school (b) backwardness of the area in respect of communication and standard of life, (c) health reasons, e.g., climate does not suit and (e) desire to work nearer home. Helen Brule in commenting on the transfer of the French primary school teachers said:

There may be many things to make one post more desirable than another, such as the size of the school, the amenities of the locality or the accommodation or opportunities for family life, especially for education of children. On the other hand, places badly served by communication or without any particular advantages attract no applicants and generally allotted to beginners.<sup>34</sup>

Comparative studies have not been possible in this section due to the unavailability of data regarding transfer procedures in the three advanced countries. Hence in determining desirable conditions the opinions of the individuals replying to the questionnaire and interviews,

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<sup>34</sup>Richardson, Brule, Synder, op.cit., p. 180.

those of the committees and commissions and educators have been relied on.

Views in the Questionnaire and Interviews:

1. Provision should be made to transfer teachers both in the interest of teachers and public education. And central to the consideration of transfer should be public education; 100 per cent.
2. The authority for transferring teachers should be in the hands of the District Inspector of Schools; 27 per cent.
3. The authority for transferring teachers should be vested in a body at the Thana level; 73 per cent.
4. In transferring assistant teachers due weight should be given to the opinion of the head teacher.<sup>35</sup>

Discussion:

All the individuals replying to the questionnaire and interviews agree on the grounds of transfer. They opine that there should be provision for transferring teachers both in the interest of teachers and public education. It has also been agreed that central to the consideration of transfer should be the public education. In regard to the authority for transferring teachers opinion varies. While 27 per cent favor the District Inspector of Schools to be the authority for transferring teachers, 73 per cent hold the view that the authority for transferring teachers should be vested in a body at the Thana level. One member of the primary teachers' association suggested that while

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<sup>35</sup> Interview with the Secretary, Feni Subdivisional Primary Teachers' Association, August 7, 1963.

transferring assistant teachers the opinions of the head teachers should be considered. This is, in fact, a good suggestion. The head teacher of the school is a man on the spot and is aware of the actual needs of the school. So, in the case of transfer of any of his assistant teachers he should be consulted and his opinions should be given due weight.

In recommending authority for transferring the primary school teachers the Commission on National Education said:

The District should be further divided into units of ten to fifteen thousand people with an area or union committee consisting of three members nominated by the Deputy Commissioner to which certain powers, such as transfer should be delegated.<sup>36</sup>

This recommendation if put into practice can be useful at least on three counts:

1. Because this body will work with a small number of teachers, this will enable them to scrutinise every case of transfer minutely.
2. Due to decentralisation of power the district authority will get rid of a portion of their unwieldy works.
3. This will involve the judgement of more than one person in deciding transfers.

#### Conclusion

In the light of the discussion, above, the following procedures may be fixed:

1. There should be provision in the rules for transfer of teachers both in the interest of public education and in the interest of teachers.

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<sup>36</sup> The Report of the Commission on National Education, op.cit.,  
p. 185.



2. In framing policies and procedures for transfer of teachers topmost priority should be given to the proper education of the children as Castetter said:

Central to this consideration is the welfare of school children. A plan which places senior members of the faculty in the "favoured" schools and the inexperienced teachers in the "difficult" schools does not meet this criterion.<sup>37</sup>

3. Conditions under which transfers will be made should be clearly defined and publicised to the teachers so as to minimise misunderstanding between the administration and teachers. And principles and practices should be consistently followed. It should be clearly understood by the teachers that they have no inherent right to a given position and that the welfare of the school has a priority over welfare of teachers.

4. While initiating transfer the authority should also consider that it involves movements of human beings and may entail suffering. The objective behind transfer should not be to make the individual suffer but to improve.

5. In making decisions of transfers the judgements of more than one person should be involved.

6. The authority for transferring teachers should be decentralised and should be vested in a body consisting of thana education officer and two others.

7. The opinions of the head teachers should be given due weight in transferring assistant teachers.

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<sup>37</sup> Castetter, op.cit., p. 289.

8. A system should be devised in which all teachers should be moved around so that schools desirably or undesirably located benefit from a cross section of all the teaching force and that each teacher gets a share of both the good and the bad.

#### D. Salary Scale

The importance of good salary need not be overemphasised. The Executive Secretary of the National Education Association, U.S.A., while speaking on the significance of salary said:

Policies governing the salaries of the teaching staff have far reaching influence in a school system. They influence the quality of children's learning because salary policies help to determine the quality of the personnel recruited for teaching. They are a major factor in school finance because a large portion of the school money is used for salaries. Salary policies are important in personnel administration because salary plays a dominant role in the morale and working relationship of the entire school staff.<sup>38</sup>

The Commission on National Education, Pakistan while giving their observations on the service conditions of the teaching profession said, "The basic factor, however, is one of salary. This should be fixed at a level so that the teachers will not feel compelled to undertake private tuition."<sup>39</sup>

The objective in this section is to fix some principles to be followed in making salary schedule. The same method has been followed:

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<sup>38</sup> The National Education Association, Analysis of Single Salary Schedule (Research Bulletin, Vol. 25, 1947), cited by Joseph A. Kershaw, Ronald N. Mckean, Teacher Shortage and Salary Schedule (New York: McGraw-Hill Book Co. DNC.), p. 17.

<sup>39</sup> The Government of Pakistan, Commission Report, op.cit., p. 266.

First, the position in three advanced countries has been enumerated, second, the views expressed in the replies to the questionnaire and interviews have been stated, third, pros and cons of the issue have been discussed and then decisions have been arrived at.

U.S.A.--Salary schedules are in operation in most school systems in 50 states. The single salary scale is the most common. It presumes equal pay for equal service and preparation. Its use has achieved two notable results: (1) there can be no more discrimination against elementary teachers if their preparation and experience are equal to those of secondary teachers and (2) there can no longer be discrimination against women teachers as compared to men of the same qualification and years of experience.<sup>40</sup>

While commenting on the single salary schedule Kershaw said:

The single salary schedule was regarded as bringing a feeling of contentment and professionalism. A teacher would no longer be an elementary teacher, but a teacher, a member on equal footing of the profession that now included all teachers.<sup>41</sup>

England.--The general principle now in vogue is that in any field of education, e.g., that of primary and secondary schools there is a basic scale which applies whatever the particular school or type of school, in which a teacher is working. Differentiation is made by additions to the basic scale for special qualification. A head teacher receives the basic salary of an assistant teacher in similar circumstances, plus any of the additions for which he may be eligible together with a special head teacher allowance.<sup>42</sup>

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<sup>40</sup>Burrup, op.cit., p. 506.

<sup>41</sup>Joseph A. Kershaw, Ronald McKean, Teacher Shortage and Salary Schedule (New York: McGraw-Hill Book Co. Inc., 1962), p. 23.

\* <sup>42</sup>Richardson, Brule, Synder, op.cit., p. 98.

France.--The salary scale consists of eight grades and teachers are eligible for promotion from the lowest to the highest grade.<sup>43</sup>

Views in the Questionnaire and Interviews:

1. The primary school teachers should get salary equal to that of civil servants with the same qualification: 73 per cent.
2. The salary scale of primary school teachers should consist of three grades with eligibility for promotion from the lowest to the highest: 27 per cent.

Discussion:

As it is revealed from the studies both in U.S.A. and England there is a basic salary for the same preparation irrespective of the type of schools with additions for additional qualification. In France, the salary scale of primary school teachers consists of eight grades with, eligibility for promotion from the lowest to the highest. A single salary schedule could bring about unification among teachers of East Pakistan and could also help bring qualified teachers in the primary schools but at the present moment when there is a gulf between the preparation of a primary and secondary teacher the idea will not work. However, this principle can be adapted in another way: Salary of the primary school teachers can be fixed on the minimum qualification with provision for additional increment for additional training over the minimum qualification. This can help gradual bridging of the gulf between the qualification of primary and secondary school teachers and later on a single salary schedule may be introduced for all teachers

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<sup>43</sup>Ibid., p. 181.

irrespective of the level of education they are assigned to.

Two views have been received from the replies to the questionnaire and interviews. One suggested a salary scale comparable to civil servants of the same qualification and the other recommended three grades with provision for promotion from the lowest to the highest. The two views are complementary to each other and implies two principles of salary schedule: While the former implies that scales should bear a relationship to the earnings of other profession, the latter implies that salary scale should offer a career.

### Conclusion

In the light of the discussion, above, the following principles may be considered:

1. The design of the salary schedule should be built around its purposes or objectives. The conventional approach to salary scheduling is to determine what kind of schedule can be developed for X rupees. A more meaningful approach is to determine what the salary schedule should accomplish. In other words salary schedule should be designed to attract, retain and improve competent personnel. It is the test of schedule validity.

2. Minimums, maximums and lifetime earnings should be competitive with other occupational groups which require equivalent preparation and experience.

3. Opportunities are available to advance toward the maximum within a reasonable period of satisfactory service.

4. Opportunities are provided for personnel to earn continuous financial rewards for satisfactory performance throughout the entire service period. This principle is based upon the belief that teaching should be viewed as a career profession; its recruitment, selection and rewards based on a career of service.<sup>44</sup>

5. Equity of treatment of like qualification and experience should be provided for.

6. Annual increment should provide an orderly progress to the maximum salary.

7. Incentive differentials among salary classes should be wholesome enough to make possible retention and improvement of competent school personnel. The salary schedule groups teachers of equivalent preparation into what are known as salary classes. A salary class is defined in terms of academic degrees or years of professional preparation. To illustrate: Each salary class specifies minimum salaries, the number and amount of annual increments, salary steps in recognition of experience, and maximum salaries. Incentive differentials among the salary classes should be attractive enough to encourage educational advancement.

8. Salary schedule should be adjusted periodically with due consideration for changes in the cost of living. Continuous planning is basic to development and maintenance of a sound compensation structure.<sup>45</sup>

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<sup>44</sup>Castetter, op.cit., pp. 146-151.

<sup>45</sup>The Department of Classroom Teachers and Research Division of the National Education Association, The Teachers' Salary Committee and Its Work (Washington: N.E.A., 1957), p. 53. Cited by Burrup, op.cit., p. 507.

### E. Allowances

This section is limited to a decision as to the kinds of allowances the primary school teachers should be paid in addition to their basic salary. The question may be raised--why should an administration pay allowances in addition to their basic salary? It can be argued on behalf of the administration that they are necessary on competitive ground. The current shortage of teachers is such that the administration must compete for qualified teachers in the market. Since the allowances are an essential part of the occupational structure of other services administration is forced to compete for teachers under the existing educational mores as Castetter observed:

It is the administration's way of saying that all school personnel have a particular function to perform, a role to play which contributes to the objectives of the educational enterprise. This contribution, it says, can be enhanced if personnel are provided with certain professional growth incentives and secured against certain economic risks...It conceives the programme not only as a contribution to current compensation, but as a means of helping to recruit, hold and appropriately motivate personnel to achieve the fundamental objectives of public education.<sup>46</sup>

A Report from the UNESCO.--In their report on the survey of 59 countries of the world the UNESCO observed:

In the majority of the countries replying to the present inquiry, primary teachers receive allowances in addition to their basic salary and often enjoy certain special privileges. Such allowances in some cases count as part of pensionable salary, and are usually paid by the salary paying authority. No rigid classification of allowances and special privileges is possible, but they come roughly under the headings of cost of living allowances, residence allowances, travelling allowances and facilities and other allowances and privileges.<sup>47</sup>

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<sup>46</sup>Castetter, op.cit., pp. 163-164.

<sup>47</sup>International Bureau of Education, op.cit., p. 27.

U.S.A.--Provisions vary from state to state. Generally cost of living and family allowances are paid.<sup>48</sup>

England--Residence (London area) and special qualification allowances are paid.<sup>49</sup>

France--Residence allowances (varying in amount with salary, size of locality and family responsibility). Accommodation or allowances in lieu. Family allowances (consisting of single source of income allowance and progressively graded allowances for children), scholarships (for further study, travelling and living abroad). Free postage (for correspondence with education authorities).<sup>50</sup>

Views in the Questionnaire and Interviews:

The primary school teachers should be paid allowances as admissible to civil servants: 100 per cent.

Discussion:

So, as the studies reveal, primary teachers are paid allowances of more than one kind in different countries of the world. In East Pakistan the civil servants are paid allowances on transfer, on tour and in some cases residence allowances and family allowances. Cost of living allowances termed as dearness allowances have, of course, been merged with salary since 1962. The individuals replying to the questionnaire and interview emphasised the need for giving the teachers at least those allowances which are paid to civil servants.

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<sup>48</sup>Ibid., p. 35.

<sup>49</sup>Ibid., p. 35.

<sup>50</sup>Ibid., p. 33.



### Conclusion

In the light of the experiences, in and outside country, the following allowances may be paid to rural primary school teachers of East Pakistan:

1. Cost of living allowances: Salary scale should either be adjusted to the rising cost of living or cost of living allowances.
2. Allowances for tour in connection with public service and on transfer.
3. Residence allowances: Accommodation or allowances in lieu thereof.

### F. Promotion

The questions to be decided here are: Is it necessary to provide a system of promotion for the rural primary school teachers of East Pakistan? If so, what are the openings? What criteria should be followed in deciding promotion cases and what machinery should decide promotion cases.

Promotion as defined by Castetter is "an advance in status or position. Frequently it implies a change in duties, responsibilities and compensation."<sup>51</sup> The question is raised very often--is it necessary for a promotional system? Opinion varies on this question. One group of educators believe that administration should not exalt promotional opportunities rather it should concern itself more with improving the conditions of service of the teachers to retain them in the classroom.

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<sup>51</sup>Castetter, op.cit., p. 291.

Another group opines that unless there is a planned programme to produce leaders, there is the less chance of their emergence naturally. The promotion problem left to chance will not lead to practices to maintenance of staff morale. Closely associated with this question is the problem whether promotion should be from within or without. The argument put forward for promotion from within is that it is essential to establishment of a career service. Without such a policy, it is argued, it is difficult to attract or retain promising personnel. Unless there is opportunity for promotion, the competent persons look to other services where his talents will be recognised and for which there will be greater financial rewards. But the danger that one sees in this system is stagnation and denial of freedom of choice to the administration. The second problem in promotion is the problem of appraisal. Attempts to objectify the promotion system have led to the use of competitive examinations, rating devices, seniority plans and planned experiences such as job rotation and internship. Opinions seem to be that there is no single method which is completely dependable. A combination of several methods secures more satisfactory results than those derived from any single criterion.<sup>52</sup>

U.S.A.--The system of promotion varies from state to state and even from district to district in some states. Both from within and outside scheme is in vogue. Teaching experience is usually compulsory for administrative posts viz., Principal, Vice Principal, supervisors and consultants. More than one criterion is used in appraisal for promotion. They include: competitive examinations, rating devices, aptitude tests, seniority and planned experience.

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<sup>52</sup>Ibid., p. 292-293.

England.--Teachers are eligible for promotion to the administrative posts viz., principal, vice principal and inspectors etc. criteria are seniority, efficiency and qualification. Promotion from both within and outside scheme is in vogue.

France.--Primary teachers are eligible for regular promotion in their profession. His salary improves each time he moves from one grade to another, there being six 'classified' grades and a higher 'unclassified' grade of teachers. The teacher remains four years in the sixth and fifth grades and 5 years in the fourth, third and second grades if his career follows the normal course. If he proves to be of exceptional ability, he is eligible for 'selective promotion' which reduces his time in each grade by one year or even for 'preferential promotion' which reduces his time in the fourth, third or second grades to three years. Admission to the 'unclassified' grade is always by selection, generally after 5 years' service in the first grade. Selective promotion, though the most substantial is not the only advantage for which the best primary teachers are eligible, they may also be awarded distinctions and honours. The distinctions open to them are honourable mention, the bronze medal and the silver medal. The honours are the title of Officer d'Academie or Officer d'Instruction publique, with the insignia of the palmes academiques. Promotion is decided on a schedule based on professional competence, seniority, family responsibilities, university degree etc.<sup>53</sup>

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<sup>53</sup>Richardson, Brule and Synder, op.cit., p. 179.

Views Expressed in the Questionnaire and Interviews:

1. The primary school teacher should have the chance of promotion as the teacher, experimental school attached to the primary training institute, head teacher, primary school and assistant thana education officer: 100 per cent.
2. A comprehensive system of assessment through annual confidential report should be devised and the teachers should be appraised on the basis of these reports in deciding promotion cases: 100 per cent.
3. The authority to decide promotion cases should be vested in the district inspector of schools: 40 per cent.
4. The authority for deciding promotion cases should be vested in a board with the district inspector of schools on the board: 80 per cent.

Discussion:

The lesson that is derived from the studies of three advanced countries, as enumerated above, is that instead of keeping primary teaching a closed service, openings should be provided for their improvements in both compensation and status. It gives incentive for better work, it can hold them in the department, it can attract new candidates to teaching profession. The analysis of the opinions received from the country lend support to the idea of promotion. All seem to be very eager to find openings for and promotion of the rural primary school teachers and recommend for their promotion as head teacher, primary school teacher experimental primary school and assistant thana education officer.

The criteria that are used in the advanced countries in deciding promotion cases are educational qualification, efficiency and experience. They have also devised various measuring devices, competitive examination, rating, aptitude test, job rotation, internship etc. Educators are of the view that no one device is completely dependable but a combination of more than one can give better results as Castetter observed, "A combination of several or all of these methods generally secure results more satisfactory than those from any single criterion."<sup>54</sup>

The opinions from the country support appraisal of teachers for promotion through annual confidential reports. The same practice is in vogue in civil service also. Before the production of scientific measuring devices in the country this system can work. As for the authority for deciding promotion cases majority opinions favour a board with the district inspector of schools on it.

### Conclusion

In the light of the discussion, above, the following principles may be considered in the case of promotion of rural primary school teachers in East Pakistan:

1. There should be openings for the teachers for promotion which will raise their status and compension. The promotable posts

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<sup>54</sup> Castetter, op.cit., p. 293.

suggested include head teachers of primary schools, teachers experimental primary schools and assistant thana education officers.

2. A comprehensive system of assessment through annual confidential reports should be introduced and the teachers should be appraised on the basis of these reports in deciding promotion cases.

The Commission on National Education recommended:

A regular system of assessment of the teachers' work should be instituted. This assessment should be specific and comprehensive and include evaluation of his class success, his community relations, his eagerness to experiment, his extra-curricular activities and his use of local materials. These assessments to be effective should form the basis for promotion, demotion and granting of annual increments.<sup>55</sup>

3. As Castetter recommended, "In order to minimise prejudice and injustice, the appraisal of promotable persons should involve judgements of more than one administrator."<sup>56</sup> A selection board consisting of the district inspector of schools and others should decide promotion cases of rural primary school teachers.

4. Policies regarding promotion should be clearly defined. Procedures for implementing policy should be clear and unequivocal on these points: how vacancies in the higher positions are to be filled up, the extent to which opportunities are available for promotion from within the organisation, the means by which promotable persons are to be identified, the basis upon which promotion is to be decided, the conditions under which selection for higher positions will be made from outside the organisation.<sup>57</sup>

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<sup>55</sup>The Government of Pakistan, Commission Report, op.cit., p. 178.

<sup>56</sup>Castetter, op.cit., p. 293.

<sup>57</sup>Ibid., p. 293.

### G. Leave

A leave may be defined as absence from employment, by permission, for a stated period of time, without severing the employment relationship.

Educators are of the view that leave is an investment and it is made on the assumption that ultimately it will produce conditions of employment conducive to the improvement of instruction. Among its other advantages, it safeguards the physical and mental health of teachers; it maintains employment security; it fosters professional growth and morale.<sup>58</sup>

Moore and Walters described the apparent effects of leave policies upon teachers in the following words:

There is no conclusive evidence on the effect of any leave practice upon the effectiveness of the teachers concerned. Most recommendations and practices are based on logic. Teacher testimony is that they feel more effective after leaves of absence for professional improvement; supervisors make the same judgements. We do not know how much desirable student learning is furthered or obstructed by variations in practices relating to absence due to illness, absences for professional growth and those for personal non-professional interests. Until more information is available, the practices will be determined by the "common sense" of school officials influenced by the suggestions of teachers.<sup>59</sup>

U.S.A.--In the United States of America provision of leave privilege varies from state to state. In a report from the National

<sup>58</sup> Ibid., pp. 304-305.

<sup>59</sup> Harold E. Moore and Newell B. Walters, Personnel Administration in Education (New York: Harper Brothers), p. 306. Cited by Burrup, op.cit., p. 521.

Education Association Research Division on the sick leave policies of 32 states it is found that it ranges from 5 to 10 days annually with full pay. In some states there is the provision for extended sick leave after the full pay period is over and this ranges from 5 to 20 days in a year. In some states unused part of sick leave can be accumulated and it ranges from 20 to 120 days. Leaves of absence for purposes other than illness are also granted to teachers. These include (1) leaves for professional development, (2) professional service, (3) civic duties and (4) personal matters.<sup>60</sup>

France.--Teachers in public primary schools are entitled to three months' sick leave on full pay and three months on half pay. In the case of a mental illness recognised as harmful to children, tuberculosis, cancer and poliomyelities, teachers are granted, in six monthly periods, up to three years leaves of absence on full pay and two years on half pay or if such illness is contracted in the course of duty up to 5 years on full pay and 3 years on half pay maternity leave is granted on full pay for fourteen weeks.<sup>61</sup>

Views Expressed in the Questionnaire and Interviews:

The rural primary school teachers' leave policies should be governed by the leave rules prescribed for civil servants of the vacation department; 100 per cent.

Discussion:

It is evident from the studies of advanced countries that

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<sup>60</sup>The National Education Association, Research Division, The Teacher and the Law, School Law Series, Research Monograph, 1959, M3 (Washington: The Association, 1959), p. 64. Cited by Castetter, op.cit., pp. 305-307.

<sup>61</sup>The International Bureau of Education, op.cit., p. 54.



teachers enjoy the privilege of leave. Leaves are granted on account of illness and on other grounds, e.g., death or disease in the immediate family, indisposition of the teacher concerned, professional services, professional growth etc., leaves are granted with full pay, half pay and without pay. The amount of leave that are granted to the teachers varies from area to area.

From the experiences in the advanced countries and judging the case on its own merit as discussed earlier in this section it can be said that the teachers of rural primary schools of East Pakistan should be given the privilege of leave facilities. In deciding the issue of the kinds of leave and the amount it is necessary to look into the country itself where the teachers are serving. The individuals, replying to the questionnaire, suggested that the teachers should be granted leave facilities as are admissible to the government school teachers in the vacation department. The privileges that are given to them are as follows: (1) 20 days' casual leave in a year and are fully paid (2) leave on half pay at the rate of one-twelfth of the period spent on duty accumulation being without limit but the maximum admissible is 24 months in service life, condition: medical certificate, (3) study leave up to 24 months in service life with half pay (4) quarantine leave 30 days (5) maternity leave up to 3 months. The arguments put forward in favour of this leave privilege are as follows: (1) Both primary schools and the schools under vacation department are managed by the government and so there is no justification for different treatment, (2) this kind of policy creates difference among teachers and

is not conducive to the improvement of instruction, (3) the rules that are governing the leave of primary school teachers were made under the Rural Primary Education Act of 1930 but the situation has changed as since 1958 primary education has been taken over by the government. The arguments appear to be forceful; under the changed circumstances the government should modify the leave policies of rural primary school teachers.

### Conclusion

In the light of the discussion, above, the rural primary school teachers may be granted the following leave privileges:

1. (a) Casual for a period of 20 days in a year with full pay.
  - (b) Leave on half pay on medical ground up to 24 months in service life, accumulation being at the rate of one-twelfth of the period spent on duty.
  - (c) Maternity leave up to 3 months and fully paid.
  - (d) Quarantine leave up to 30 days and fully paid.
  - (e) Study leave up to 24 months on half pay in the whole of service life.
2. Leave policy should be safeguarded against abuse and it should be impressed upon the teachers that leave can not be claimed as of right and it can be granted only on genuine grounds. For sick leave a medical certificate should be made a condition.

## H. Retirement Benefits

Retirement is an arrangement between the administration and the personnel which provides a financial safeguard after withdrawal from duty because of age or disability. According to educators the following are some of the utilities of retirement system:

1. It can contribute to attracting persons of high ability to teaching and holding them for a career in education.
2. It enhances the morale of the teachers by providing security to live in dignity and satisfaction throughout the retirement period.
3. It permits teachers to devote their full energy to teaching.
4. It enables the administration to retire teachers whose usefulness has been undermined by age or disability.<sup>62</sup>

U.S.A. --The year 1869 marked the beginning of teacher retirement systems in U.S.A. and most of the states and local systems were developed during the period from 1896 to 1946. The Social Security Act of Congress of 1935 showed governmental interest for the old age needs which became the motivation and resulted in many of the states either adopting new retirement laws or revising the ones they already had. New Jersey adopted the first state wide teacher retirement system in 1896. Twenty eight states had such a plan by 1937. In 1946, Idaho became the last of the states to adopt a state wide retirement system for teachers. Most of the present state teacher retirement programmes are joint contributions, that is, they are financed jointly by the teacher and the state. Only two have a non-contributory or pension type of plan.<sup>62</sup>

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<sup>62</sup>Chester W. Harris, Marie R. Liba (ed.), op.cit., p. 1364.

<sup>63</sup>Burrap, op.cit., p. 514.

England.--A national compulsory system of teachers' superannuation administered by the state covers the great majority of teachers in maintaining primary and secondary schools. The scale of pension for each year of pensionable service is: (a) an allowance of one-eightieth of the average salary of the last 5 years pensionable service up to a limit of forty-eightieth (in some cases a small reduction is made where contributions have been reduced since July, 1948), (b) a lump sum of one-thirtieth of the same average up to a limit of forty-five-thirtieth.

Contributions of 5 per cent are deducted from the teachers' salaries. In some cases since July, 1948 a small reduction of contributions is made in consequence of 'National Insurance Contributions' being payable. The teachers' employers also pay an equivalent contribution of which a proportion is repaid to them by the state.<sup>64</sup>

France.--The French primary school teachers participate in a pension scheme organised and administered by the government.

The amount of pension is calculated on the basis of the salary, for a period of not less than the last six months, on which pensions contributions have been retained, or in cases where this does not apply, on the salary deriving from previously held posts, except in cases of down-grading through professional misconduct. The latter procedure is also employed in the case of retirement or death arising as the direct or indirect result of a service accident.

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<sup>64</sup>International Bureau of Education, op.cit., p. 298.

The amount by which pensionable salary exceeds six times the amount of the living minimum, counts as one-half only.

Retirement or proportional pension is calculated on the basis of 2 per cent of basic salary for each year of pensionable service, account being taken of the special conditions allowed.

The total pension may not be less than: (a) the living minimum in the case of an official with not less than twenty-five years' service, up its equivalent under special conditions, or (b) 4 per cent of the living minimum for each year of pensionable service or its equivalent, in the case of an official with less than twenty five years' pensionable service.

Should the amount of pension not be a multiple of four, it is increased to the next multiple of four.

Retirement pension is raised in the case of officials having brought up not less than 3 children to the age of 16, by 10 per cent for the first three children and 5 per cent for each subsequent child, to a maximum equal to basic salary. Children killed as a result of war are taken into account.

Officials affiliated to the civil pension scheme contribute 6 per cent of fixed or eventual salary, definite supplementary payments, proportional allowances or commissions regarded as part of the salary.<sup>65</sup>

Views in the Questionnaire and Interviews:

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<sup>65</sup>Ibid., p. 62.

1. A system of gratuity should be provided for the teachers on retirement: 13.5 per cent.
2. The primary school teachers should be paid pension on retirement as admissible to civil servants: 73 per cent.
3. The rural primary school teachers should be given the facilities of a contributory provident fund: 13.5 per cent.

Discussion:

From the studies of three advanced countries the following conclusions may be drawn:

1. The countries concerned have provided for a system of retirement benefits for the teachers.
2. The system is either a contributory scheme wherein both the teachers and employers contribute, usually, on equal basis or a pension worked out on a formula, usually, not more than half of the average salary drawn during the last few years, say 3.
3. The trend is to make the system more profitable for the teachers.

The civil servants of East Pakistan are also enjoying the benefit of a retirement scheme. The individuals replying to the questionnaire and interviews also recommended retirement benefits for rural primary school teachers. All these point to the conclusion that rural primary school teachers should be given the benefit of a retirement system.

The individuals replying to the questionnaire and interviews could not agree on the type of retirement system. 13 per cent of the

population recommended a system of gratuity in which case the retirant gets some months' salaries calculated on the years of service rendered. Thirteen per cent recommended contributory provident fund system in which both the teachers and the administration contribute usually at the rate  $6\frac{1}{4}$  per cent of salary. 73 per cent of the population recommended pension type retirement benefit as in vogue for civil servants. Under this system the retirant is not required to contribute anything for the retirement benefit. On retirement he is paid pension according to the formula: Number of years of qualifying service (x) into average emoluments of the last three years (y) divided by 60. Compared to other two systems viz., gratuity and contributory provident fund pension is more profitable to the teachers.

### Conclusion

In the light of the discussion above the following conditions may be fixed:

1. The government should provide for a retirement system for rural primary school teachers of East Pakistan.
2. As pension type retirement benefit is more profitable the rural primary school teachers should be given the benefit of pension. As primary education is administered by the government it is reasonable that primary teachers should get the benefit of same retirement system as other government employees are getting.

### I. Teachers' Association

John W. Studebaker observed:

If teachers are ever to achieve the goals for which they are working, they must learn the art of organised cooperation...There are approximately one million teachers in this nation...What an irresistible force for the welfare of the nation this great army of one million picked people might exert if they were enrolled one hundred per cent in vigorous local, state and national association.<sup>66</sup>

The above observations refer to the teachers of the United States of America but it may be applicable for the teachers of all countries. In fact, closely akin to the general welfare of the teachers is the Teachers' Association which can help solve some of the general professional problems standing in the way of advancement of education, such as promoting professional standards, improving quality of service rendered, further the social and economic status of the membership and enhancing the cause of education. In enumerating the usefulness of Teachers' Association Castetter observed:

The foremost fact about the professional organization is that it is essential not only to the cause of public education but to the welfare of each and every member of the profession. The individual teacher can not, through his efforts alone, bring about conditions and controls necessary to the development and maintenance of a strong teaching profession. Singly he is unable to mobilise, finance and direct the collective effort needed to improve salaries and leave of absence provisions and retirement benefits. His own efforts are never powerful enough to focus attention and to secure action on the challenging educational issues with which the nation and the world are confronted.<sup>67</sup>

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<sup>66</sup>John W. Studebaker, "If Teachers Were Bricklayers," Journal of the National Education Association (Vol. 25, Washington: N.E.A., May, 1936) p. 161. Cited by Burrup, op.cit., p. 415.

<sup>67</sup>Castetter, op.cit., p. 327.



Such being the importance of Teachers' Association in this section, after studying situations in the three advanced countries and taking into consideration the views of the individuals replying to the questionnaire and those interviewed, some guide lines will be suggested to the rural primary teachers of East Pakistan in the matter of their professional organisation so that they may be useful to them and to the nation as a whole.

U.S.A. --While in U.S.A. there are a number of teachers' organisations the discussion has been limited here to the National Education Association organisation. The National Education Association is now hundred years old, having been organised in 1857 as the National Teachers' Association of the United States in 1906. It is an independent, voluntary organisation of educators relating to the teaching profession of the United States of America. The purpose of the National Education Association is to elevate the character and advance the interests of the profession of teaching and to promote the cause of popular education in the United States. It serves to improve education through the improvement of the teaching profession. It pursues a wide variety of activities for this purpose such as reporting new practices and procedures to make teaching more effective, clarifying policies, making research reports available to the member of the profession, providing help to the states and school districts in specialised fields, working with Congress to provide better educational programmes for children, providing assistance in the establishment of higher standards,

working for the welfare of the teaching profession in such fields as retirement and salaries and publishing the National Education Association journal etc. The National Education Association could make its importance felt to the nation through the functioning of some of its important committees viz., the committee of ten which emphasised the high school as a college preparatory institution, (2) the committee on the reorganisation of secondary schools which formulated the seven cardinal principles of education and (3) the Educational Policies Commission.

The policies of the Association is decided by the members through their delegates in the Annual Representative Assembly. Each of the state and territorial association, and each of the approximately 6000 local teachers' association is entitled to send delegates to the annual assembly. Between the meetings of the assembly the work of the association is under the direction of an executive committee and a board of directors. The executive committee has eleven elected members including the four chief officers of the association. The board is composed of directors elected from each of the states and territories. The services of the Association are supplied to educators through the organisation of 30 departments.

The N.E.A. collaborates with many organisations and agencies concerned with the promotion of public education and the welfare of the nation as a whole. It maintains joint committees and working relationship with the National Congress of parents and teachers, the American Legion, the American Medical Association and many others.

Every November the N.E.A., the American Legion, the United States Office of Education and the National Congress of parents and teachers sponsor American Education Week to arouse citizen interests in education.

The National Education Association also carries international activities. In 1923 it was largely responsible for the organisation of World Federation of Education Association. After World War II it helped organise the world confederation of teaching profession which replaced the Federation. The Association assists with teacher exchange programme and works actively with UNESCO.<sup>68</sup>

England.--Of the many teachers' associations in England, the National Union of Teachers is the most important. Discussion has been limited here to this association only. The National Union of Teachers was founded in 1870. Its main objectives are as follows:

(1) To achieve a higher status for the teaching profession through greater unity of all teachers and establishment of an integrated system of education.

(2) To secure better education for all.

The National Union of Teachers advocates equal salary irrespective of sex, type of school or the area of service. According to it the salary of teachers should be based on qualification, experience and responsibilities. It has been on this line with the Burnham Committee on which they have 16 representatives. It has several branches for international work, research and investigation, information bureau, legal

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<sup>68</sup>Burrap, op.cit., pp. 428-33.

assistance and others. For the improvement of education the union has been working ceaselessly with the Ministry of Education and the local education authorities. It represents the teachers on most of the committees set up by the Ministry of Education and influences the educational policy of the country by parliamentary action. Since 1895 there has been a succession of eminent union members in the Parliament. But nevertheless it is a non-political party, the main objective of which is to further the cause of education rather than anything else.

France.--The primary school teachers in France have the right to engage in trade union activities. They may join either the National Primary Teachers Union (Syndicate National des Instituteurs) or of the General Teachers' Union (Syndicate General de l'Enseignement). Discussion has been limited here to the National Primary Teachers Union only.

The National Primary Teachers Union (S.N.I.) was set up in 1920. The basis of the system is the departmental branch which is regarded as a local union. It is very active and has a large measure of independence within the framework of the S.N.I.'s constitution. These branches reach their own decisions on the questions included in the agenda of the national councils or congress and put forward their nominees for positions on representative departmental basis, such as departmental council, the joint administrative commission and the joint technical committee.

The aims of the S.N.I. as defined in its constitution are as follows:

1. To draw closer the bonds of fellowship between its members.
2. To work for their greater professional competence and for the improvement of educational and teaching methods and curricula.
3. To protect the moral and material interests of primary teachers both individually and collectively, in relation to public opinions, their official superiors, the public authorities and the courts.
4. To defend the interests both material and moral of the secular school and to work for its development and for the spread of its influence.
5. To cooperate with organised labour in general.

The union is a member of the National Education Federation which is also an independent organisation and covers all unions of teachers in all types of schools, the S.N.I. is the largest body represented in the federation and carries great weight in it.

It maintains contact with international organisations and in particular with the International Federation of Teachers' Association. It also has contacts with the various international teachers' associations through the joint committee of International Teachers' Federations which was established in November, 1948.

The union publishes a weekly review, dealing with its activities in the interests of profession and giving news and information on educational topics for the benefits of its members.

The union carries on a number of prosperous public works. These include cooperative undertakings such as the important Sudel publishing business which brings out text books, background information on educational topics and works on professional matters of interest to teachers

and undertakings for mutual benefits such as the Mutuelle Generale de l'Enseignement National or the Mutuel Assurance Automobile des Instituteurs de France. Finally, the union works in consultation Ligue Francaise de l'Enseignement, both organisations being members of the confederation Generale des Oeuvres Laiques.<sup>69</sup>

Views Expressed in the Questionnaire and Interviews:

1. The Primary Teachers' Association should unify them first in strong professional organisation, then only government will hear them and increase their pay.<sup>70</sup>
2. The present Primary Teachers' Association is inactive. Their activities should be increased more in the direction of constitutional movement for improving the economic condition of primary teachers.<sup>71</sup>
3. The primary teachers' association should try to improve the quality of teaching and work constitutionally for the improvement of their material conditions: 60 per cent.
4. The primary teachers' association should launch constitutional movements to improve the service conditions of the teachers: 40 per cent.
5. There is a wide spread belief that primary teachers are not doing what they should do to improve education. The primary teachers associations should make a self evaluation.<sup>72</sup>

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<sup>69</sup>Richardson, Brule, Synder, op.cit., pp. 191-194.

<sup>70</sup>Interview with the Secretary, District Primary Teachers' Association, Comilla, East Pakistan, August, 1963.

<sup>71</sup>Interview with the Secretary, Subdivisional Primary Teachers' Association, Feni, East Pakistan, August 7, 1963.

<sup>72</sup>Interview with the District Inspector of Schools, Comilla, East Pakistan, August 1, 1963.

Discussion:

A number of lessons can be derived as to the objective of teachers' association and their methods of approach from the studies of three advanced countries, some of which are:

1. Teachers are well organised in those countries as found in the National Education Association in U.S.A., the National Union of Teachers in England, the Syndicate National des Instituteurs in France.

2. The teachers' associations are acting as vanguards of the interests of the teachers.

3. They have made their importance felt through their active participation in the educational matters of the nation.

4. They are working to improve the professional standards of the teachers on the belief that economic and social status of the profession are closely linked with their professional standards.

5. One of the associations, mentioned, viz., the National Education Association of U.S.A. has developed their own code of ethics for the conduct of the members of the profession and it is worth emulation by the teachers' association of other countries.

6. The teachers' association collaborates with various national and international organisations and thus contributes to overall national and international development.

7. The method of approach is to win the support of the key people and thus attain the objectives.

8. They are providing leadership in the field of education and they represent in most of the committees and commissions constituted

for the purpose of the reconstruction of education and this is particularly true in the case of the National Education Association in U.S.A. and the National Union of Teachers in England.

The individuals replying to the questionnaire and those interviewed view that one of the most important objectives of the teachers' association should be to improve the material conditions of the teachers. Some of the members while agreeing on this opine that it will be difficult to improve the material conditions unless the teachers improve their quality of work as there is a widespread belief that primary school teachers do not do what they should do for the education of the children. Even by strike, they say, the teachers can not improve their lot. The workers of the factory, they argue, by stopping their works can make the management feel their utility at once but the teachers by this method can not impress the nation of their utility unless the nation itself has reached such a stature to realise the mediate impact of the stoppage of work by the teachers. The proper method, they say, should be to improve the quality of the work and thus win the support of the key people of the society. It seems the argument put forward is genuine. The Commission on National Education rightly said, "The esteem and respect in which he is held will derive mainly from his ability to endear himself to his pupils and from the public regard he wins for himself through service and community leadership."<sup>73</sup>

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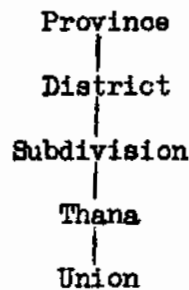
<sup>73</sup>The Government of Pakistan, Commission Report, op.cit., p. 266.



## Conclusion

In the light of the discussions, above, the following guide lines may be suggested:

1. The All East Pakistan Primary Teachers' Association should organise itself on a sound basis with branches in the district, sub-division, thana and union level and so the structure may stand as follows:



2. The Association should clearly define its objectives which should include, among others, a constitutional line of action to improve the economic and social status of the teachers, a programme of how to improve the quality of teachers.

3. The Association should collaborate with the government in general and the Education Department in particular in their various projects.

4. The teachers in villages should be requested to maintain a closer link with the people and participate in the community development.

5. The Association should try to maintain link with other teachers' organisations, e.g., the East Pakistan Secondary Teachers' Association, the East Pakistan College Teachers' Association.

6. A monthly journal may be published in which, among others, the association's view points on the current practices of education may be publicised.

7. The Association should hold annual conferences in which high officials viz., the Minister of Education, the governor of the province may be invited to preside. This is, in fact, a good opportunity to demonstrate their activities.

8. The Association should also develop a code of ethics and impress on its members to follow it.

## CHAPTER III

### PRESENT SITUATION

#### THE LAWS AND THEIR IMPACT ON THE TEACHERS

##### On the Eve of Independence

The legislation in force on the eve of independence in 1947 for the administration of rural primary education in East Pakistan was the Bengal (Rural) Primary Education Act of 1930. According to the provisions of this Act local education authorities, viz., district school boards consisting of official and non-official members and with a non-official president would administer rural primary education in each district of the province. The expenditures on primary education were met from the district primary education fund created out of the collections of cess and subsidised by government grants. The provincial government retained control over the administration of primary education through its inspectorate. The district inspector of schools acted as ex-officio member secretary of the district school board. So, the rural primary school teachers on the eve of independence were the employees of local bodies and were paid out of the local funds. They remained so till 1951 when the East Pakistan Compulsory Primary Education Act of 1951 was passed.<sup>1</sup>

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<sup>1</sup>M.S. Huq, Compulsory Education in Pakistan (Paris: UNESCO, 1954), pp. 23-42.

The East Pakistan Compulsory Primary Education Act of 1951:

The Act set forth a programme for the introduction of compulsory primary education in the province in about 10 years and the taking over responsibility of the administration of primary education in the hands of the provincial government from the District School Boards in the manner as follows: (1) Each year one carefully selected Union from each thana will be taken up for the introduction of compulsory primary education. They will be staffed with the best available teachers with higher scale of pay and will be paid by the provincial government out of the provincial revenue. (2) The unions taken over for compulsory education will go under the direct administration of the provincial government and the District Inspector of Schools will remain responsible for the administration of primary education in the compulsory area. (3) The District School Boards will retain control over the administration of primary education in non-compulsory area till such time as all the areas of the province are taken over by the provincial government in their own hands.<sup>2</sup>

The impact of this Act on the teachers of the rural primary schools were as follows: (1) Division of the rural primary school teachers into two categories, viz., compulsory primary school teachers and non-compulsory primary school teachers, (2) separate salary scale for the teachers of compulsory and non-compulsory primary schools, (3) payment of salaries from two heads; teachers of compulsory primary

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<sup>2</sup>Ibid., pp. 158-159.

schools being paid from the general revenue and those of the non-compulsory from the District Primary Education Fund.

The East Pakistan (Rural) Primary Education (Supplementary Provisions)

Act of 1957:

The provincial government acted according to the provisions of the Act of 1951 for two years and 5000 primary schools were taken over for the introduction of compulsory primary education. Since 1953 the programme was stopped and remained at a standstill only to be superseded by the East Pakistan (Rural) Primary Education (Supplementary Provisions) Act of 1957 which provided for: (1) The abolition of the District School Boards and vesting all powers in the Deputy Commissioner of the District who shall be responsible to the provincial government for the proper discharge of the duties imposed on him; (2) The District Inspector of Schools shall be the Chief Executive Officer for the administration, control and development of primary education in the district and he shall exercise such powers and perform such duties as may be delegated to him by the Deputy Commissioner, (3) The District Inspector of Schools shall operate the District Primary Education Fund and he shall sign all cheques in respect of moneys to be paid out of the same fund, (4) The members of the staff of the previously non-compulsory primary schools and other employees in the office of the defunct District School Board shall be paid their dues out of the District Primary Education Fund by the District Inspector of Schools; (5) The office of the defunct District School Board shall continue to

function under the name "The District Primary Education Office" and shall discharge the same duties as before under orders of the District Inspector of Schools. All the 5000 compulsory primary schools shall be distributed over the whole of the province at least one being in each union and they shall be renamed as model primary schools; (7) The teachers of the defunct compulsory primary schools shall be the teachers of the model primary schools in the same scale of salary as they would get in the compulsory primary schools and the head teachers of model primary school shall supervise the non-model primary schools in the union and for that receive a monthly allowance of Rs. 20 per month; (8) The model primary schools shall be under the administrative control of the District Inspector of Schools and paid by him out of the provincial revenue.<sup>3</sup>

The impact of this Act on the rural primary school teachers were: (1) Division of the teachers into two categories: model and non-model, (2) The head teachers of model primary schools were empowered to supervise non-model primary schools in the union for which they were paid a monthly allowance of Rs. 20.

The latest order in respect of the administration of primary education in East Pakistan is the East Pakistan Ordinance number XXVIII of 1962 which provided for bringing the whole of East Pakistan including Chittagong Hill tracts which was previously outside the scope of the Act of 1957. The Ordinance did not in any other way affect the conditions of rural primary school teachers in East Pakistan.<sup>4</sup>

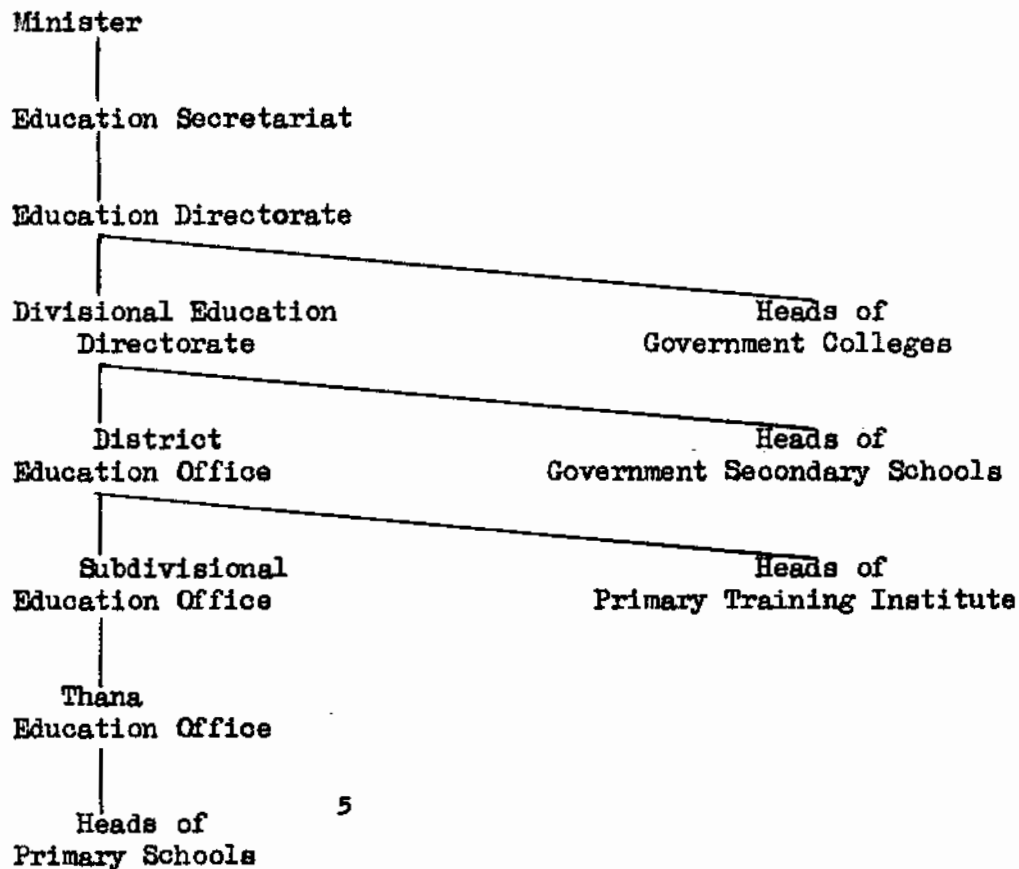
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<sup>3</sup>The Government of East Pakistan, Better Schools (Dacca: East Pakistan Government Press, 1958), pp. 104-107.

<sup>4</sup>The Government of East Pakistan, The Dacca Gazette Extraordinary, June, 1962.

The position of rural primary school teachers in the set up of the educational administration of East Pakistan may be shown diagrammatically as under:

FIGURE 1  
THE PRIMARY SCHOOL TEACHERS IN THE  
SET UP



Service Conditions of Rural Primary School Teachers as They Are Found in Statute.

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<sup>5</sup>The diagram is drawn from the recent reorganisation effected by the government orders 268 EDn.(Dacca), July 20, 1961.

The service conditions of rural primary school teachers are governed by the rules framed on the Acts and Ordinances, mentioned above: Departmental regulation as incorporated in the Education Code and the orders of the Head of the Department from time to time here, the Director of Public Instruction, East Pakistan.

A. Conditions Relating to Appointment:

Qualifications

The minimum qualifications needed for appointment as rural primary school teachers; model and non-model are as follows:

<u>Category</u>	<u>Qualification</u>
Head teacher	Matriculation or its equivalent and training.
Assistant teacher	Matriculation or its equivalent and training or non-trained matriculation or non-matriculate training. <sup>6</sup>

Training means undergoing a course of training in a primary training institute, primary training centre or primary training school. At present the minimum qualifications for entry into the training institutions are matriculation or its equivalent. So, all the trained teachers are also matriculates or its equivalents.

Age of Entry:

Service rules of teachers are silent on this aspect. It is regulated by an order of the head of the department. The present age of entry into the primary teaching is 18-25 years with flexibility up to 35 years for experienced persons.<sup>7</sup>

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<sup>6</sup>The Government of East Pakistan, Rules Framed Under the Bengal (Rural) Primary Education Act, 1930 (Dacca: The East Pakistan Government Press, 1952), p. 20.

<sup>7</sup>A.H.M. Mohsen, Teacher Education in England and East Pakistan, (Comilla, East Pakistan: M.F.N. Mohsen, 1962), p. 132.



Health:

Nothing has been mentioned in the rules about the health of the teacher to be appointed. No medical certificate of fitness is required. It may be implicit, however, that the recommending authority will see to it that the prospective teacher is not at least physically deformed and is also free from disease.

Selection:

Each thana education officer shall receive applications from qualified teachers desirous of serving in primary schools within the area under the jurisdiction of such thana education officer and shall forward the applications to the district inspector of schools. The district inspector of schools as the chief executive officer of the district primary education office shall approve of the appointment of teachers of non-model primary schools and as district inspector of schools approves of the appointment of teachers of model primary schools.<sup>8</sup>

B. Tenure

There is no probationary period; condition to confirmation is training in a training institution recognised by the provincial government. The rule says:

No untrained teacher appointed by the board<sup>9</sup> shall be confirmed in his appointment until he or she is trained. The refusal of an untrained teacher when

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<sup>8</sup>The Government of East Pakistan, Rules Framed Under the Bengal (Rural) Primary Education Act of 1950, op.cit., p. 20.

<sup>9</sup>The board should be read as the deputy commissioner. *Supra*, p. 66.

called by the district inspector of schools for receiving a course of training except on grounds of health or other valid reasons shall render him or her liable to discharge.<sup>10</sup>

The tenure privilege available to the teacher is found in the following rules:

No teacher shall be punished, discharged, rewarded or promoted by the board without a previous report from the district inspector of schools or the female inspecting officer in charge of the area within which the primary school is situated as the case may be. An appeal shall lie in respect of any order passed punishing, dismissing or discharging a teacher to the Director of Public Instruction or to any officer subordinate to him being above the rank of a district inspector of schools to whom he may delegate his power in this behalf, if made within sixty days of such order, and his decision shall be final.<sup>11</sup>

The age of retirement is sixty but it can be extended to 65 years under a recent regulation which runs thus:

Government are pleased as a temporary measure to fix the age of superannuation at sixty five for some time to come with effect from 1.1.61 subject to the condition that such teachers retained after the age of sixty years must be qualified physically fit and mentally alert and their case should be reviewed annually.<sup>12</sup>

### C. Transfer

The thana education officer initiates transfer of teachers under his jurisdiction on two grounds; viz., in the interest of public service and in the interests of teachers and the district inspector

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<sup>10</sup> The Government of East Pakistan, Rules Framed Under the Bengal (Rural) Primary Education Act of 1930, op.cit., p. 20.

<sup>11</sup> Ibid., p. 22.

<sup>12</sup> Government of East Pakistan, Memo. No. 1474 Edn. (Dacca), November 27, 1962.

of schools approves of it as the chief executive officer in the case of non-model primary schools and as the district inspector of schools in the case of model primary schools. For the transfer in the interest of teachers, the teacher concerned has to apply in writing mentioning the places in order of preference, he wants to be transferred to, and the case is considered when vacancy arises in those places. Transfer in the interest of public service is necessitated for the adjustment of staff, on disciplinary grounds and when the teacher is unwanted in the locality. On the subject of transfer the following rules are found in the Education Code:

In regard to transfers of school teachers other than those which are necessitated by the exigencies of the public service, the following rules are laid down for the guidance of all local officers controlling schools of various types and denominations: (a) Transfer of teachers should be avoided as far as practicable in filling leave vacancies not exceeding four months. In such cases local arrangements should be made as a general rule. Only in exceptional cases where there is no suitable officer available on the staff will the transfer of a teacher from another school be allowed, (b) transfers for the sake of discipline or on the ground of failing health should be arranged at the beginning of the year before commencement of school session or in urgent cases, during the summer vacation. No departure from this principle shall be allowed except with the previous approval of the Director of Public Instruction; (c) Exchange of appointment to suit the convenience of teachers shall invariably take place during the Christmas holidays.<sup>13</sup>

#### D. Salary Scale

The following table shows the salary scale of the teachers of the rural primary schools of East Pakistan.

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<sup>13</sup>The Government of East Pakistan, Education Code (Dacca: East Pakistan Government Press, 1953), p. 508.

TABLE 1

## SALARY SCALE PER MONTH

Category of teachers	Minimum per month in Rupees <sup>14</sup>	Maximum per month in Rupees	Annual Inc- rement
Trained Matriculate	Rs. 60	Rs. 80	Re 1
Non-trained Matriculate	Rs. 50	Rs. 70	Re 1
Trained non-matriculate	Rs. 40	Rs. 70	Re 1
Non-trained non-matriculate	Rs. 35 Fixed <sup>15</sup>		

Salary Increase and the Real Wage:

Since 1939 salaries of the teachers have been raised thrice. The following table shows the increase in salary and their value in terms of increase in the cost of living:

TABLE 2

## SALARY INCREASE AND REAL WAGE

Qualification	1939 rate Rs.	1947		1951		1963	
		rate Rs.	prewar value Rs.	rate Rs.	prewar value Rs.	rate Rs.	prewar value Rs.
Matriculation & Training	16	34.50	8.62	50.50	12.62	60	15
Matriculation or Trained	12	24.50	6.12	35.50	8.87	50	12.50
Non-trained non-matriculate	10	15.50	3.87	22.10	5.50	35	8.75 <sup>16</sup>

<sup>14</sup>One Pakistani Rupee equals .63 L.L.

<sup>15</sup>Adapted from the East Pakistan Government order number 814-Edn 51/52/12/62 (Dacca) July 29, 1963.

<sup>16</sup>M.S.H. Compulsory Education in Pakistan, op.cit., p. 47.

Note: Calculated on the basis of the rise in the cost of living, 1939 has been taken as the base year. The benefit as is found in the case of matriculation or trained teacher can also be termed as insignificant. The table has been made current by adding the figure under 1963.

#### E. Allowances

The head teachers of model and non-model primary schools receive charge allowance<sup>17</sup> of Rs. 20/00 and 10/00 respectively. Teachers do not receive any other allowance.

#### F. Promotion

Service rule is silent on the promotional openings for the teachers. It is, however, known from the education officers, interviewed, that assistant teachers are eligible for promotion as head teachers. Candidates from outside with requisite qualification are also appointed as head teachers. Asked about the per cent of cases promoted from inside and outside they informed that there is no fixed quota.

Regarding the procedure of selection the rule says that the Board shall not promote any teacher without a report from the District Inspector of Schools. Obviously as the Board has been abolished the District Inspector of Schools is the promoting authority. From interview with the Education Officer and District Inspector of Schools, Comilla, it is known that as in the case of appointment the thana

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<sup>17</sup>Charge allowance means an allowance paid for holding additional responsibility of head teacher.

education officers initiate promotion cases when a vacancy arises. Asked about the appraisal system they let the researcher know that there is none. Promotion from inservice assistant teachers is decided on the educational career and efficiency in teaching as found by the thana Education Officer.<sup>18</sup>

#### G. Leave

The rural primary school teachers are entitled to the following leave facilities:

1. Casual leave: 15 days in a year and fully paid.
2. Medical leave: 15 days in a year with half pay.
3. Maternity leave: To the extent of three months and fully paid.
4. Leave without pay: 12 months.<sup>19</sup>
5. Holidays and vacation: 75 days in a year in addition to weekly holidays. Holidays and vacation are fully paid.<sup>20</sup>

#### H. Retirement Benefits

The qualified teachers of primary schools who have served for at least five years, may, on the termination of their approved services owing to retirement or discharge with due notice or death if finance

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<sup>18</sup> Interview with the District Education Officer, Comilla, the District Inspector of Schools, Comilla, August 1, 1963.

<sup>19</sup> Government of East Pakistan, Rules Framed Under the Bengal (Rural) Primary Education Act of 1930, op.cit., pp. 21-22.

<sup>20</sup> District Primary Education Office, Comilla (East Pakistan), List of holidays for primary schools, 1964.

permits, be granted a gratuity payable to them or to their heirs, as the case may be, and regulated as follows:

1. After a service of five years and more but less than 10 years, a gratuity not exceeding half month's salary for each completed year of service.

2. After a service of ten years and above, a gratuity not exceeding one month's salary for each completed year of service.

3. The gratuity shall in no case exceed 24 months' pay.

4. The salary for the purpose shall be the average salary calculated upon the last three years of completed service. All leave other than leave on full average pay and the broken period of a year, shall, for the purpose of calculating the total and continuous service of an employee shall be excluded.<sup>21</sup>

#### I. Teachers' Association

The East Pakistan Primary Teachers' Association has been recognised by the government of East Pakistan as the mouthpiece of the primary teachers of East Pakistan. The Association with its head office in Dacca has branches up to thana level. At the provincial level they have an elected executive body with one president, two vice presidents, one secretary, two joint secretaries, two assistant secretaries, one treasurer and five members. The objective of the Association are as follows:

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<sup>21</sup>Government of East Pakistan, Memo. No. 1330 Edn., (Dacca), October 23, 1962.

1. To move the government constitutionally to improve the service conditions of primary school teachers of the province.

2. To voice the grievances of the teachers, submit them in the form of resolution or memorandum to the government for redress.

3. To suggest measures to the government for the improvement of primary education in the province.

To realise their objectives they organise conferences, pass resolutions and send delegates to the government. The Branch Offices also meet annually and voice their support in the central leadership in their movement to redress the grievances of the teachers. Recently they began to publish a monthly paper, most of the space of the paper is covered with the grievances of the teachers. Some educational articles also get place.

Among the notable difficulties, they are facing to move ahead, as they have been known from the members of the Teachers' Association, are lack of finance and lack of interest of the teachers in the Association, and the former, they opine, in part, due to the latter, because, they believe, if 80000 primary school teachers are interested, they can not suffer, for lack of funds.<sup>22</sup>

#### Position of Civil Servants by Statute

This section states the service conditions of the civil servants of East Pakistan to be able to compare them with those of the

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<sup>22</sup> Interview with the President, Secretary, District Primary Teachers Association, Comilla, August 1, 1963.

Interview with the Feni subdivisonal Primary Teachers' Association, August 7, 1963.



rural primary school teachers in the section that follows: The civil service comprises a wide variety of services, so it has been necessary to choose one from among them. The criteria for selection have been qualification and cadre. The provincial government servants are divided into four grades as follows:

1. The first grade includes all government servants in receipt of pay exceeding Rs. 750/00 per mensem as well as some specific services.
2. The second grade includes all members of the East Pakistan provincial services and all government servants in receipt of actual pay of not less than Rs. 200/00 and not more than Rs. 750/00
3. The third grade includes all other government servants in superior service except those specifically classified under the fourth grade.
4. The fourth grade includes forest guards, police constables, jail warders, petty officers, gate keepers of Borstal school, recruit boys of the military police and all government servants of the lower subordinate service.<sup>23</sup>

For obvious reasons primary school teachers can not be compared with the first and second grade civil servants. They can not be compared with the fourth grade civil servants too because they are considered as superior servants, so, the choice must fall on the third grade civil servants. Among the third grade civil servants, the lower division clerks fall near to the teachers. So, lower division clerical

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<sup>23</sup>Government of East Pakistan, The East Pakistan Service Rules, Part II (Dacca: East Pakistan Government Press, 1953), pp. 5-7.

service is selected as specific service to be compared with the rural primary school teachers. The conditions, stated, it should be noted, consist of general that are more or less common to all grades of civil servants and specific for the service under consideration.

A. Conditions Relating to Appointment:

Qualification

The minimum qualification for appointment to the lower grade clerical service is matriculation. Knowledge of typing is regarded as additional qualification.

Age of Entry

The age prescribed for entry into service is 18 to 25 years. The regulation in this regard says, "Except as otherwise provided by rule, no person whose age exceeds 25 years may be admitted into the service of government in pensionable service."<sup>24</sup>

Health

Before joining service a candidate has to submit medical certificate of fitness from a physician specified by the government in the following form:

I hereby certify that I have examined 'X', a candidate for employment in &Y' Department and can not discover that 'X' has any disease constitutional weakness or bodily infirmity except....I do not consider this a disqualification for employment in this office of..., age is, according to own statement....years and by appearance about.....years.<sup>25</sup>

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<sup>24</sup>The Government of East Pakistan, The East Pakistan Service Rules, Part I (Dacca: East Pakistan Government Press, 1953), p. 13.

<sup>25</sup>Ibid., p. 14.

### Selection

The officers having power to appointment, advertise vacancies in the newspapers. The candidates are selected on test and interview by a Board constituted for the purpose. According to the recent re-organisation this committee consists of the local executive head as chairman, heads of different departments as members at the District, Divisional and Provincial level. The committee rotates and makes selection of candidates for every department as when needs arise.<sup>26</sup>

### B. Tenure

After substantive appointment the employee has to remain on probation for a period of two years. On receipt of a confidential report from the immediate superior as to the fitness of the employee for tenure status he is confirmed in service.

The civil servants, therefore, enjoy permanent tenure on successful competition of probationary period. Only on gross misconduct when fully established an employee can be dismissed from service. The department has to pass through three stages before an employee can be dismissed; First stage, preliminary inquiry into the offence and if proved the employee is placed under suspension in which period allowance not exceeding one-fourth of pay is paid; second stage, defense of the employee and a second inquiry; third stage, action on the report and evidence put up by the employee. If decision adverse to the employee is taken he has the right of appeal to the higher authority.<sup>27</sup>

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<sup>26</sup>The Government of Pakistan, Report of the Provincial Administration Commission, 1960 (Karachi: Government of Pakistan Press, 1960), p. xxvi.

<sup>27</sup>The Government of Pakistan, Memo. No. 13/7/51-S.E.1 (Karachi) September 15, 1951.

The age of retirement is 55 years which can be extended to 60 under the rule as follows:

Age of superannuation of all government servants has been raised from 55 to 60 years from 22.6.60 subject to review of their fuller utility in government service at two stages, viz., when they have completed 25 years of qualifying service or 55 years of age, as such their continuance of service up to 60 years will depend on their clearance in two checks prescribed.<sup>28</sup>

#### C. Transfer

The service of lower grade clerk is transferrable. Transfers are made on two grounds: in the interest of public service and in the interest of employee. Except on grounds of public interest or on the seeking of employee himself, an employee is not usually transferred within a period of three years.<sup>29</sup>

#### D. Salary Scale

The lower grade clerical service enjoys a salary scale of Rs. 110-5-160 efficiency bar-8-420.<sup>30</sup> The efficiency bar at Rs. 160 is crossed on a confidential report from the immediate superior that the employee concerned has attained efficiency.

#### E. Allowances

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<sup>28</sup>The Government of East Pakistan, Memo. No. 1 & G (Pen.)  
1 - P 20/62/158 (350). (Dacca), December 26, 1962.

<sup>29</sup>The Government of East Pakistan, The East Pakistan Service Rule, Part I, op.cit., p. 16.

<sup>30</sup>The Pakistan Observer (Dacca), April 7, 1963.

1. Cost of Living Allowance

It was paid at the rate of  $27\frac{1}{2}$  per cent of basic salary but merged with the salary since December 1962.

2. House Allowance

Except for some specified category of service, there is none.

3. Travelling Allowance

If the employee undertakes journey on government business beyond 5 miles of headquarters he is entitled to travelling allowance at the rate as mentioned below:

For journey by railway:

- a. Entitled to tour by interclass.
- b. If the journey is above 75 miles one and half fares of the class.
- c. If the journey is within 75 miles and stay outside is more than 24 hours one and three fourth of the fares of the class.

For journey by sea or river:

- a. Entitled to interclass accommodation.
- b. If the journey is above 75 miles one and three-fifth fares.
- c. If the journey is under 75 miles and absence from headquarters is more than 24 hours one and three-fourth of the fares.

For journey by road: For each mile travelled .20 paisa.

Daily allowance: .20 paisa<sup>31</sup> for every 12 and half rupees of pay or fraction thereof.

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<sup>31</sup>100 Paisa make a rupee. One Pakistani rupee is .63 L.L.

4. Transfer Travelling Allowance: The lower grade clerk is entitled to travelling allowance at special rate on transfer for himself, his family and for carrying personal effects at the rate as noted below:

For himself:

- a. Double interclass railway fare or steamer fare as the case may be.
- b. For road double mileage.

For members of the family:

- a. One single fare for each adult and half fare for each child.
- b. For journey by road two extra mileage if more than two members of the family are accompanying.

For transport of personal effects:

- a. Maximum weight available 15 maunds.<sup>32</sup>
- b. Actual costs at goods rate.
- c. For road amount limited to goods rate.
- d. For journey by road where there is no rail or steamer communication at the rate of .06 paisa per maund per mile.<sup>33</sup>

F. Promotion

There are promotional opportunities for the lower grade clerks. They are eligible, among others, for promotion as upper grade clerks,

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<sup>32</sup> One maund is equal to 40 seers. One seer is equal to 1 kilogram.

<sup>33</sup> Government of East Pakistan, The East Pakistan Service Rules, Part I, op.cit., pp. 17-34.

head assistants and office superintendents all of which carry higher scales of pay. Promotion is decided on experience and efficiency. On the 31st December of every year the immediate superior of the employee concerned submits to the higher authorities a confidential report on all aspects of the employee's personality. The employee is appraised by these reports. The recent reorganisation provided for the constitution of a selection Board consisting of all heads of departments at the District, Divisional and the Provincial level which decides all cases of appointment and promotion.<sup>34</sup>

#### G. Leave

The lower grade clerical service is entitled to the following leave facilities:

1. Casual Leave: 20 days' casual leave in a year and fully paid.
2. Earned leave with full pay: One-eleventh of the period spent on duty, maximum accumulation is four months. The period earned in excess of four months is credited in separate item from which leave may be allowed on medical certificate or for the purpose of pilgrimage, education or rest and recreation outside Pakistan, Burma, Ceylon and India. The amount of leave that can be taken at one time shall not exceed four months which may be raised to six months on medical certificate, for the purpose of pilgrimage, education, rest and recreation outside the above mentioned countries.

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<sup>34</sup>The Government of Pakistan, Report of the Provincial Administration Reorganisation Commission, 1960, op.cit., pp. xxvii-xxviii.

3. Leave on half pay: Shall be earned at the rate of one-twelfth of the period spent on duty and accumulation without limit, and can be taken on medical certificate up to 24 months.

4. Maximum leave: Maximum leave permissible at a time shall be one year but if supported by a medical certificate can be extended to two years.

Special Leave:

1. Disability: The employee is entitled to this facility if he is injured on duty, the amount of such leave is decided on the recommendation of the medical board.

2. Study leave: For studying scientific, technical or similar problems or to undergo special courses of instruction. Maximum leave is 24 months with half pay.

3. Quarantine leave: This leave is granted on the certificate from the Public Health Medical Officer for a maximum period ranging from 21 to 30 days.

4. Maternity leave: For a period up to 3 months.

5. Hospital leave: 3 months in a period of three years and granted on the recommendation of medical officer.

6. Leave without pay: If no leave is due, leave without pay may be granted for 3 months. This rule may be waived for temporary government servants who have been deputed for a course of training after execution of a bond for a period of five years.<sup>35</sup>

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<sup>35</sup> Government of East Pakistan, Memo. No. F(LA.)/3L-96/59/212 (Dacca) October 2, 1959.



Holidays and Vacation with Full Pay: Besides one day's weekly holiday clerical government servants enjoy 20 public holidays in a year.

The teachers of government schools in the vacation department, are entitled to leave facilities, mentioned above, except earned leave. In addition to the leaves, those teachers enjoy 85 days' holidays and vacation in a year and are fully paid.<sup>36</sup>

#### H. Retirement Benefits

The civil servants may be granted one of the four kinds of pension under rules which are: (1) Compensation pension: granted for discharge owing to abolition of the permanent post, (2) Invalid pension: granted for bodily or mental infirmity, (3) Superannuation pension: when entitled or compelled to retire at a particular age, (4) Retiring pension: granted to an officer who is permitted to retire after completing qualifying service for thirty years or such less time as may for any special class of officers be prescribed. The formula for calculating pension is: Number of years of qualifying service (x) into average emoluments of the last three years ( $\frac{1}{3}$ ) divided by 60.<sup>37</sup>

Under the latest regulation the civil servants are entitled to surrender one-fourth of the pension admissible to them for which the following benefits are available to them:

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<sup>36</sup> Government of East Pakistan, Memo. No. S/G/A-R1-1H 12/63/291 (Dacca) December 14, 1963.

<sup>37</sup> Government of East Pakistan, The East Pakistan Service Rules, Part I, op.cit., pp. 107-135.

1. Civil servants who have rendered 5 years or more but less than 10 years of qualifying service a gratuity equal to 10 months' emoluments subject to the maximum of Rs. 1000 may be granted to them on retirement or to their family in the case of death while in service.

2. In the case of retirement or death of a civil servant who has rendered 10 years or more service a gratuity may be paid to him or to his family in the event of death calculated for each rupee of his pension surrendered as follows:

If qualifying service is 10 years or more but less than 15 years, Rs. 130.

If qualifying service is 20 years or more but less than 20 years, Rs. 120.

If qualifying service is 20 years or more but less than 25 years, Rs. 110.

If qualifying service is 25 years or more, Rs. 100

Plus,

In the case of death of the employee before retirement payment to his family for 5 years 50 per cent of the pension and in the case of death after but within 5 years of retirement payment to the family of the reduced pension for the unexpired portion of five years.<sup>38</sup>

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<sup>38</sup> Government of Pakistan, Memo. No. (4)FL2(2)-R1/53, (Karachi)  
March 24, 1954.

Comparing the Position of Teachers as It Is Found in Statute  
with Civil Servants as It Is Found in Statute

A. Conditions Relating to Appointment:

Qualification: The minimum qualification for appointment as primary school teachers are either matriculation with training or matriculation or training whereas the minimum qualifications for appointment as lower grade clerks are matriculation.

Age of Entry:

The age of entry for primary school teachers is 18 to 25 years with flexibility up to 35 years whereas the age of entry for lower grade clerks is 18 to 25 years.

Health:

There is no preemployment medical examination for the candidates to be appointed as primary school teachers whereas there is preemployment medical examination in the case of lower grade clerks. The candidates found medically unfit are not appointed. The Educational Administration seems to be careless about the health of the candidates to be appointed as teachers whereas the civil administration is careful about the health of the candidates to be appointed as civil servants. The former leaves room for entry into primary teaching unhealthy persons whereas the latter ensures that no unhealthy persons get employment.

Selection:

The primary school teachers are selected by one man whereas the lower grade clerks are selected by a board. The former leaves

room for wrong selection, favouratism and injustice and the latter ensures that wrong selection, favouratism and injustice are at a minimum.

#### B. Tenure

The primary school teachers do not have to undergo a probationary period whereas lower grade clerks have to undergo a probationary period of two years and after successful completion of probationary period they are given tenure status. Thus in the primary teaching inefficient persons may get tenure status and there is no endeavour on the part of the administration to prevent such persons, and the latter ensures that no inefficient persons get tenure status. The security measures as found in the statute, in the form of inquiry before any action is taken, proper hearing, chance for the accused to defend him and the right of appeal to the higher authorities in the case of adverse decision, are standard in both services.

#### C. Transfer

In the case of both the teachers and lower grade clerks transfer rules take into consideration the interests of employee and the employer.

#### D. Salary Scale

The salary scale of a matriculation trained teacher is Rs. 60-1-80 whereas the salary scale of a matriculate clerk is Rs. 110-5-160

efficiency bar-8-240. As the scale indicates a clerk with less qualification than that of a teacher begins with about double the salary of a primary school teacher and ends with treble the salary of a primary school teacher. A primary school teacher gains over his initial salary an amount of Rs. 20 in 20 years and a lower grade clerk gains over his initial salary an amount of Rs. 130 in 20 years. A primary school teacher gets an annual increment of Rs. 1 for the whole period of service whereas a clerk gets an annual increment at the rate of Rs. 5 for the first 10 years and 8 for the last 10 years of service.

#### E. Allowances

The primary school teachers do not get any allowances whatsoever whereas the lower grade clerks get allowances on tour in connection with government work and on transfer in the interest of public service.

#### F. Promotion

The assistant teachers are eligible for promotion as head teachers. But it does not carry higher scale. Only a small amount as allowance for holding responsibility as head teacher is paid. The lower division clerks have promotional openings which give them status and increased monetary benefit. In the case of primary teachers there is no appraisal system to decide promotion cases. In the case of lower division clerk there is an appraisal system in the form of annual confidential reports, submitted by the immediate superior on all aspects of the personality. And on the basis of these reports

the candidates are promoted. In the case of primary school teachers promotion is decided by one man whereas in the case of lower grade clerks promotion is decided by a board. The former leaves room for prejudice and injustice and the latter ensures that prejudice and justice is at a minimum.

#### G. Leave

The primary school teachers are entitled to casual leave for 15 days a year whereas the lower grade clerks are entitled to 20 days a year. There is no provision for earned leave for the primary school teachers but there is provision for earned leave with full pay for the lower grade clerks at the rate of one-eleventh the period spent on duty with limitation for accumulation. The primary school teachers are entitled to sick leave for 15 days a year with half pay whereas the lower grade clerks are entitled to leave with half pay at the rate of one-twelfth of the period spent on duty with limitation for accumulation which can be taken on medical ground. Both the services have the facilities for maternity leave. The civil servants enjoy the facilities of quarantine leave, hospital leave and study leave whereas the primary school teachers are not entitled to such leave. The primary school teachers enjoy a weekly holiday, so the civil servants do. The primary school teachers enjoy 75 days' holidays and vacation a year with full pay whereas the civil servants enjoy 20 days public holidays a year. The leave facilities of primary school teachers are less profitable than those of the civil servants. The latter provides

for accumulation of leave whereas the former does not provide for accumulation.

#### H. Retirement Benefits

The primary school teachers get gratuity on retirement up to a maximum of 24 months' salary. The lower grade clerks are entitled to pension on retirement with permission to surrender one-fourth of the pension for monetary benefit at a time.

## CHAPTER IV

### COMPARING THE PRESENT SITUATION WITH THE DESIRABLE CONDITIONS

This chapter compares the present situation, stated in Chapter III, with the desirable conditions fixed in Chapter II. The order of treatment has been the same as in those chapters.

#### A. Conditions Relating to Appointment

##### Qualification:

The minimum qualifications, prescribed by the government of East Pakistan for appointment as primary school teachers, are either a matriculation followed by one year's training in a training institute or non-trained matriculation or non-matriculate training. Two of the alternative qualifications, viz., non-trained matriculation and non-matriculate training do not compare favourably with the desirable conditions. A non-trained matriculate, obviously without any formal knowledge of psychology of the children and the methods of teaching is not considered to do his job efficiently according to the modern concepts of education. Similarly a non-matriculate trained teacher, and obviously with no good academic background in the secondary schools is viewed as inefficient to teach the subjects of primary curriculum. Besides the teachers with the above qualifications there are a large number of teachers on the staff of the primary schools of the province



who are called non-matriculate non-trained. They are appointed before the qualifications of primary school teachers have been raised to the present status. Comparison of qualifications of the primary school teachers of the province can be made more vivid by citing the following table which shows the total number of primary school teachers in the rural areas of East Pakistan with different qualifications:

TABLE 3  
RURAL PRIMARY SCHOOL TEACHERS IN  
EAST PAKISTAN ACCORDING TO QUALIFICATIONS

Total Number of teachers	Trained Matriculate	Trained non-matricu- late	Non-trained Matriculate	Non-matric non-trained
76,362	19,068	30,551	15,579	11,161 <sup>1</sup>
%	25%	40%	20%	15%

Note: The figure in the table relates to the year 1960.

So, out of the total teachers only 25 per cent are qualified according to the criterion fixed and 75 per cent fall below the standard. Another aspect of the situation is that out of the total teachers as many as 15 per cent fall below the standard prescribed by the government. Educational administrators of the province are of the view that these teachers, may be with a very few exception, do not have the required education to serve as teachers. Mr. Hakim, formerly Director of Public Instruction, East Pakistan in his book

<sup>1</sup>The Government of East Pakistan, Report of the Ground Survey Educational Institutions in East Pakistan, Part I, Primary Education (Dacca: The East Pakistan Government Press, 1962), p. 2.

entitled "The Reconstruction of School Education" said:

These unqualified persons are called 'non-matriculate non-trained'. The two negatives do not denote a positive, on the other hand, the double negatives signify a pitiful state of the quality of education that such teachers impart to the lakhs (one hundred thousand equal a lakh) of the future citizens of the country.<sup>2</sup>

The management, however, has stopped the appointment of non-matriculate non-trained teachers since 1951. Although qualified for appointment according to government prescriptions, the appointment of non-matriculate trained teachers also have been virtually closed as the qualifications for entry into the training institutions have been raised to matriculation. And then remains the problem of untrained matriculates who are also below the standard fixed for appointment as primary school teacher. Their number is gradually increasing, but in great majority of cases they remain as teachers as a last resort and wait till the last for employment elsewhere and do not readily come forward for undergoing training to become permanent teacher as has been manifested in the report of the ground survey of Educational Institutions, East Pakistan:

Experience shows that untrained matriculate teachers do not readily come forward to undergo training as they do not find substantial improvement in their prospects on successful completion of their training. The result was that at some of the training centres even 50 per cent of the total accommodation in the primary training institute could not be filled up for want of candidates.<sup>3</sup>

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<sup>2</sup>Abdul Hakim, The Reconstruction of School Education (Dacca: Azim Villa, 1958), p. 52.

<sup>3</sup>The Government of East Pakistan, Report of the Ground Survey of Educational Institutions in East Pakistan, Part I, Primary Education, op.cit., p. 3.

Age of Entry:

The present age of entry into primary teaching--18 to 25 years with flexibility up to 35, compare favourably with the desirable condition. About the same practice is being followed in the case of civil servants of East Pakistan and also in the three advanced countries under study. The majority views also support this measure.

Health:

The present position wherein there is no provision for pre-employment medical examination of the prospective teachers is anything but satisfactory. Ample justifications have been given in favour of appointing healthy candidates as teachers and for that reason preemployment medical examination and the minimum requirements recommended are: free from disease and constitutional weakness, good eye sight and good hearing. But the present position, as it is, an unhealthy person can join the profession and continue throughout life without any check. Mr. L. K. Nath in his thesis "Elementary Teachers' Training in East Pakistan" said:

Unfortunately in East Pakistan an elementary school teacher is not required to produce any health certificate at the time of their entry into service. Teaching is considered by the people to be an easy job which can be undertaken even by physically weak persons. It is frequently found that many of those who are refused in other public or private service on grounds of weak health enter the teaching profession as a last resort.<sup>4</sup>

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<sup>4</sup>L.K. Nath, Elementary Teachers Training in East Pakistan (unpublished Master's thesis, Department of Education, American University of Beirut, 1959), p. 52.

### Selection:

The present situation of selecting the candidates by the district inspector of schools on the recommendation of the subordinate educational officer, leaves room for improvement. After due consideration it has been recommended that: (a) the candidates should be selected by a selection board, the board on proper test and interview should prepare periodical pool of candidates for appointment serially as a vacancy arises, (o) the district inspector of schools may appoint teachers when such a pool is exhausted subject to their approval later by the board, (d) the administration should be consistent in their procedure of selection, (e) the procedures should be written and publicised so as to avoid misunderstanding, (f) the methods of selection should be reviewed occasionally on the feedback received. But the present situation wherein one man selects candidates can not claim the accuracy of a board to judge the candidates' strength and weakness and this is supported by the report of the teachers to the effect that they apprehend: (a) right candidates are not always selected, (b) there is favouratism and injustice.<sup>5</sup> The apprehension may or may not be all genuine but there is an apprehension and it is not conducive to attaining the objectives of administration.

### B. Tenure

The present rules do not provide for a probationary period. The only pre-requisite to confirmation in service is training in a

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<sup>5</sup> Interview with the Secretary and President, Comilla District Primary Teachers' Association, August 1, 1963.

Interview with the Secretary, Feni Subdivisional Primary Teachers' Association, August 7, 1963.

training institution. Passing from a training institution can not say for certain that the candidate will be an efficient teacher. One of the most important objectives of tenure is to enable the administration to screen the potentially worthless candidates from getting tenure status. This is, in fact, derogatory and is not conducive to the improvement of education of the children.

The security measures that are in vogue in the form of inquiry before any action is taken and provision for the teacher to defend him and the right of appeal in the case of adverse decision may be termed as standard procedures. In spite of all the measures provided in the rule the teachers, however, do not seem to feel secure as they apprehend justice is not done always.<sup>6</sup> Their apprehension may be right and may not be right too. But it clearly indicates the lack of faith of the teacher in the administration which jeopardises the very objective of tenure privilege. Justice should not only be done, it should also be demonstrated. Hence, it has been recommended as desirable condition that all grievance cases should be heard by an arbitration board on which a representative from the teachers' association can sit.

The present age of retirement of sixty years with provision for extension up to 65 may be said to be a standard condition. About the same practice is followed in the case of civil servants of East

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<sup>6</sup> Interview with the Secretary and President, Comilla District Primary Teachers' Association, August 1, 1963.

Interview with the Secretary, Feni Subdivisional Primary Teachers' Association, August 7, 1963.

Pakistan and about the same is followed in the three advanced countries under study. The majority of the individuals replying to the questionnaire and interview supported this condition.

### C. Transfer

The present situation as it stands: The rules regarding transfer are very clear. They take into consideration both the interests of teachers and those of public education. It has been emphasised in the rules that transfer of teachers should be avoided as far as practicable in filling leave vacancies not exceeding four months. In such cases, vacancies shall have to be filled by temporary appointments from outside. Obviously, this is a safeguard against undue transfer. Again both in the cases of transfers in the interest of public service and those of teachers a definite timing has been suggested so as to minimise the suffering of education of the children. It has been laid down that as far as practicable all transfers should be made between the period from the third week of December to the beginning of academic session in January. But the teachers as it has been revealed from the interviews are not happy over the practices of transfer as, they say, transfers are made on flimsy grounds throughout the year. Person like the General Secretary of the East Pakistan Primary Teachers' Association said, "There is no rule for transfer, it is done according to the sweet will of the education officers."<sup>7</sup> The charge may not

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<sup>7</sup> Opinions of Mr. A. Rahman, General Secretary, East Pakistan Primary Teachers' Association, through replies to the questionnaire, September 23, 1963.

be all true, but it indicates at least a misunderstanding between the administration and teachers which may be due to the lack of proper communication or inconsistent practices of the administration. Whatever excuse may be found for this position, this is not conducive to the attainment of institutional objectives. The District Inspector of Schools, Comilla, in interview with the researcher conceded that the district administration has to approve hundreds of cases of transfers of teachers and generally say "yes" on the report of the subordinate education officers unless they are contested by the teachers.<sup>8</sup> His version points to the conclusion that transfers of teachers do not receive the kind of attention it should receive from the administration. Hence, it has been recommended as desirable conditions that: (a) the administration should be consistent in their practices of transfer, (b) rules should be publicised to the teachers so as to avoid misunderstanding, (c) power of transferring teachers should be decentralised to a body consisting of three persons with a small area. The last measure will enable the body recommended to examine each and every case very minutely, the area being small and as it involves the judgments of more than one person, more accuracy and justice may be ensured.

#### D. Salary Scale

The present salary scale of rural primary school teachers in East Pakistan does not compare favourably with the desirable conditions.

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<sup>8</sup> Interview with the District Inspector of Schools, Comilla, August 1, 1963.

The minimum, the maximum and life time earning is not competitive with other occupational groups which require equivalent or even less preparation as it has been found that a lower grade clerk in the employ of the government of East Pakistan with only matriculation as minimum qualification starts with about double the initial salary of a teacher and ends with treble the maximum salary of a teacher. The rate of increment of the primary school teacher is one-fifth of that of a lower grade clerk in the initial stage and one-eighth at the later stage. The primary school teachers gain only Rs. 20 over their initial salary of Rs. 60 in 20 years of service whereas the lower grade clerks gain Rs. 130 over initial salary of Rs. 110 in 20 years. The salary scale does not provide incentive for the future as it has been found that even the post of head teacher to which assistant teachers are eligible for promotion does not carry higher scale of pay. No incentive in the form of additional increments is provided for professional growth of teachers. The salary scale is not adjusted to the rise in the cost of living. Since 1939 salary has been increased to 375 per cent but this increase has been offset due to increase of the cost of living by over 400 per cent. A quotation from the report of the Commission on National Education can make the situation more clear which runs thus:

They must receive a salary which will enable them to maintain a certain standard of living so as to preserve their self esteem, and this must be adjusted to movements in the cost of living.....  
 The actual situation is far from ideal.....  
 The increase in the salaries during the last ten years has never kept pace with the increase in the cost of



living, as the profession is poorly paid,<sup>9</sup> it does not attract the most suitable candidates.

#### E. Allowances

The condition on allowance is far from satisfactory. The primary school teachers are not paid any allowance whatsoever whereas as it has been said in Chapter II that as a competitive measure, as a measure to safeguard teachers from economic risks and as a measure of equity and justice to the teaching profession, the rural primary school teachers should be paid allowances, viz., cost of living, travelling, transfer and residence.

#### F. Promotion

The present situation on this aspect of service condition is far from satisfactory. The primary teaching is almost a closed service. The assistant teachers are eligible for promotion to the posts of head teachers but the salary scale of the head teachers is not at all lucrative. The head teachers of model and non-model primary schools get a monthly allowance of Rs. 20 and Rs. 10 respectively. Even then all posts of head teachers are not filled by promotion from the inservice assistant teachers. There is no written rule as to the per cent of cases to be promoted from the inservice assistant teachers and from outsiders. There is no sound procedure of selection of promotable cases. There is no system of appraisal of teachers on the

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<sup>9</sup>The Government of Pakistan, Report of the Commission on National Education, op.cit., p. 126.

basis of which they can be promoted. The position as at present the cases for appointment of head teachers are initiated by the subordinate education officers and approved by the district inspector of schools. In the absence of detailed written rules inconsistent practices are followed by the officers thus leaving room for apprehension among teachers that there are prejudices and injustices in the matter of selection of promotable cases. The Secretary of the District Teachers' Association, Comilla, and the Secretary of the Subdivisional Teachers' Association, Feni, vigorously criticised the present practice of promotion.<sup>10</sup> The desirable conditions suggested in this regard are: (a) all the posts of head teachers, all the posts of assistant thana education officers and teachers experimental primary schools, attached to the primary training institute should be filled by promotion from the qualified assistant teachers, (b) written detailed rules in regard to promotion should be developed for the guidance of the officers initiating promotion cases, (c) a sound appraisal system should be developed and (d) in deciding promotion judgements of more than one person should be involved. The conditions suggested regarding promotional openings will make primary teaching a career, development of written rules will prevent inconsistent practice, a fair appraisal system and involvement of more than one administrator in deciding promotion cases will help prevent wrong selection and injustice.

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<sup>10</sup> Interview with the Secretary, Comilla District Primary Teachers' Association, August 1, 1963.

Interview with the Feni Subdivisional Primary Teachers' Association, August 7, 1963.

The Commission on National Education while commenting on the promotional opportunities of teachers said:

They should feel that they belong to a profession where they can make a career with regular chances for promotion and be willing to shape their conduct according to its demands.....  
 The actual situation is far from ideal.....  
 The system of evaluation and promotion is not conducive to the maintenance of higher standards. No special incentives are provided for good teachers or deterrant to bad ones, it is small wonder, therefore, they often have little heart in their work and seldom show the developed zeal that should be the hallmark of the profession.<sup>11</sup>

#### G. Leave

It can not be said that the present leave facilities providing for 15 days' casual leave a year with full pay on grounds of casual incidents, e.g., sudden indisposition, disease or death in the immediate family, marriage or on account of any special occasion, 15 days' sick leave a year with half pay, maternity leave for three months with full pay and leave without pay for one year are unsatisfactory. But it can be said that the present facilities do not compare favourably with desirable conditions wherein enhanced casual leave, enhanced sick leave with provision for accumulation, maternity leave, quarantine leave, study leave and leave without pay have been recommended. In prescribing desirable conditions it has been said that teachers in the vacation department of the Government of East Pakistan are enjoying the same facilities.<sup>12</sup> It has also been

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<sup>11</sup>The Government of Pakistan, Commission Report, op.cit., p. 126.

<sup>12</sup>Supra, p. 86.

argued that in the case of employees under the same government dual policy should not be adopted as it creates dissention among teachers and stands in the way of unification of the teaching profession and above all, this kind of policy is not conducive to the creation of healthy conditions among teachers for attaining maximum institutional objectives. And judging on its own merit, the leave facilities recommended are better. It provides for accumulation of sick leave which gives security to the teachers. It provides for study leave for professional development of teachers. But the objectives in recommending better leave facilities are not to weaken education by excessive teacher absence, therefore, measures have been recommended against abuse of leave in the form of principles that: (a) leave can not be claimed as of right; only on genuine grounds it can be sanctioned and that sick leave should be sanctioned only on medical certificate from a recognised medical practitioner.

#### H. Retirement Benefits

The system of retirement benefits leaves room for improvement. The experiences gained from in and outside the country indicate that gratuity which is paid to the teachers on retirement is not a standard retirement system. Under it the retirant is paid a lump sum money calculated on the basis of the years of qualifying service whereas a sound retirement system should provide for economic security to the retirant throughout retired life. Considering the pros and cons of the situation it has been recommended that rural primary school teachers should be given pension type retirement benefits which are also

admissible to the civil servants of East Pakistan. The taking over of the administration of primary education by the government provides added justification for this. Justice and equity demand that the same minimum treatment should be meted out to all under the employ of the same government in the absence of which spirit conducive to the attainment of institutional objectives can not grow among the employees. Therefore, it can be said that the retirement benefit provided by the government of East Pakistan to the rural primary school teachers do not compare favourably with the desirable conditions and there is ample room for improvement.

#### I. Teachers Association

The primary school teachers of East Pakistan have an association named the East Pakistan Primary Teachers' Association. It holds occasional conferences, passes resolutions demanding redress of their grievances, submit memorandum to the government, meet the government in delegation. It has a monthly journal to voice grievances and bring them to the notice of the government and the people. The experiences from the advanced countries indicate that teachers to be successful in improving their status have to work in two directions: Through a well organised association they have to put constitutional pressure on the government to improve their conditions and at the same time they have to work systematically to improve the quality of teachers thus improving the quality of teaching. It is evident from the history of the Western countries that teachers could not gain desirable status

unless and until they could stop anybody and everybody's coming into the profession, as Lieberman observed:

.....  
 Furthermore, the experiences of the professions and most occupational groups suggest very strongly that concentrating upon legislative action to set minimum salaries (the course of action followed by most educational administrations today) is unlikely to succeed in raising teachers' salaries to professional levels. Restricting entry on the basis of professional qualifications has proved a far more effective method of recruitment, of improving the quality of professional services, and of raising the economic status of the practitioners.<sup>13</sup>

But the situation, as it stands, all is not well in the primary teaching of East Pakistan. Judging from the point of view of qualification, the quality of teachers is far from satisfactory. Then again, there is a wide spread belief that primary teachers are not mindful to their duties. Mr. Salahuddin Ahmed, formerly Divisional Inspector of Schools, has written in his book "Inside Education":

The teachers carry side business. Having no hope of getting full and adequate recompense for the hard labour they would be required to put if they wanted to make an institution successful, the primary school teachers often take to some side business and use most of their time and talents therein. In a very few schools, all teachers are found present on a surprise visit. One or two teachers would always remain absent by rotation and his or their works would invariably, but certainly haphazardly, managed by those who come to school. If an unwelcome visitor suddenly turns up and calls for an explanation as to the whereabouts of the missing teacher, excuses on his behalf seem to be ready at hand and are produced in such a dexterous way that they hardly invite comment.<sup>14</sup>

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<sup>13</sup>Myron Lieberman, Education as a Profession (Englewood Cliffs N.J.: Prentice Hall, Inc., 1956), p. 415. Cited by Castetter, op.cit., p. 138.

<sup>14</sup>Salahuddin Ahmed, Inside Education (Chittagong: Zulquarnain and Sharfuddin, 1952), p. 90.

The Commission on National Education while reviewing the entire situation said, "A vicious circle has been created wherein low salary leads to poor work and even malpractices which in turn contribute to low public esteem."<sup>15</sup>

In such a position the teachers' association to be successful in their endeavour must have to work to improve the quality of their works and thus make their importance felt to the nation. That is why it has been recommended as desirable condition that one of the major objectives of the primary teachers association should be to improve the quality of the members.

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<sup>15</sup>The Government of Pakistan, Commission Report, op.cit., p. 265.

APPENDIX A

TABLE 4

PROGRAMME OF COLLECTING DATA

<u>Date</u>	<u>Tasks</u>
July 1 to July 15, 1963	Preparation of questionnaire and printing, selection of persons for questionnaire and interview.
July 16 to July 22	Despatching questionnaires and writing letters to the persons to be interviewed.
July 23 to August 15	Interviews with the selected school administrators and members of the Primary Teachers' Association.
August 16 to September 30	Issuing reminders for replies to the questionnaire, receipt of the replies and organising them.



APPENDIX B

COVERING LETTER

Feni

July 6, 1963

Dear Sir,

Kindly permit me to take away a portion of your valuable time: I am a student at the American University of Beirut, Beirut, Lebanon and need your help towards writing a thesis on the service conditions of the rural primary school teachers of East Pakistan. May I request you to kindly read through the questionnaire and give your views on the aspects of service conditions as noted. The views that may be expressed will be taken as personal and have nothing to do with your official capacity. Kindly send the reply at your earliest convenience at the following address:

Thanking you,

Yours affectionately,

Saifuddin Ahmed  
c/o J. Ahmed Esq.  
Head Master, Feni Pilot  
High School, P.O. Feni  
Dt. Noakhali

## QUESTIONNAIRE

Personal data:

Name:

Designation:

Service conditions of the rural primary school teachers in East Pakistan as they should be. Kindly think over the present provision and comment on it, point out the lacks, suggest improvements to remedy the defects. Use additional sheet of paper, if required:

A. Conditions Relating to Appointment:

Qualification

Age of Entry

Health

Selection Procedure

B. Tenure

C. Transfer

D. Salary Scale

E. Allowances

F. Promotion

G. Leave

H. Retirement BenefitsI. Teachers' Association

Signature

Date

TABLE 5

PER CENT OF REPLIES ON EACH ITEM OF QUESTIONNAIRE

Qualification	Age of Entry		Health	Selection		Tenure					
Matriculation plus one year's training	18 to 25 years		Medically fit to be ascertained by pre-employment medical examination	By the District Selection Board	By the Thana Selection Board	Probation as in government service	Action after inquiry and hearing	Appeal to be heard by the D.P.I., East Pakistan	Appeal to be heard by a tribunal	Retirement at 55	Retirement at 60
Matriculation plus two years' training	18 to 25 years with flexibility up to 35 years			10	20	30	30	12	18	14	16
Total	12	18	30	10	20	30	30	12	18	14	16
%	40	60	100	33	67	100	100	40	60	47	53

TABLE 5 - Continued

Transfer	Salary	Allow- ances	Promotion	Leave	Retirement Benefit	Teachers' Association
Teachers' and public interest with priority for public	30					
Authority in the District Inspector or of Schools	8					
Authority in a Board at the Thana level	22					
Same as civil servant with the same qualification	22					
Three grades with prospects for promotion from lower to the higher	8					
As in government services	30					
Promotion as head teachers, assistant Thana Education Officer, teacher experimental school	30					
Assessment through confidential report	30					
Authority in the District Inspector of Schools	12					
Authority in a Board	18					
As civil servant in the vacation Department	30					
Gratuity	4					
Pension	22					
Contributory Provident Fund	4					
Constitutional movement for improving service conditions	12					
Movement for improving service conditions as well as quality of service	18					
Total	30	22	8	30	4	12
%	100	73	27	100	13.5	40
					13.5	60

APPENDIX C

LETTERS SEEKING INTERVIEW

Feni

July 7, 1963

Dear Sir,

A student of the American University of Beirut, Beirut, Lebanon, I have undertaken a study on the service conditions of the rural primary school teachers in East Pakistan in partial requirement for the Master's degree. As a part of the programme of collecting data I have decided to meet with a few selected persons to discuss the problem and know their points of view. You are long associated with the Department and know the pros and cons of the matter and hence in a position to enlighten me on the subject. I shall be grateful if you kindly favour me with a date between July 23 and August 15, 1963 to meet with you.

Thanks.

Yours sincerely,

Saifuddin Ahmed  
c/o J. Ahmed Esq.  
Head Master, Feni  
Pilot High School  
P.O. Feni, Dt. Noakhali

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Please insert the date and time and utilise the self addressed envelope in sending the reply.

Mr. Ahmed,

You can meet me on....., the....., at.....

Signature  
Date



one-year training is adequate he replied in the negative, but opined that at the present moment it was difficult to raise the duration of training in view of the large demand for teachers for increased educational provisions under the second five year plan.

Age of Entry

The present provision is adequate.

Health

The standard should be free from disease and deformity, good eye sight and good hearing. Preemployment medical certificate should be made a must.

Selection

The present procedure is adequate. Questioned as to his views regarding selection by a Board he replied that it was better but the process was laborious and time consuming.

B. Tenure

There should be a probationary period as in government service. The present provision of tenure privilege is adequate. Questioned as to his views regarding constitution of a tribunal in each district to hear suspension and dismissal cases of primary school teachers he replied in the affirmative. The present age of retirement is good.

C. Transfer

The present rules are adequate. Questioned as to whether the District Administration can give adequate attention to the transfer

cases of teachers he replied that the District Inspector of Schools had to deal with hundreds of cases and generally say "yes" on the proposal of the subordinate education officers unless they were contested by the teachers.

D. Salary Scale

The primary school teachers should receive a salary scale comparable to civil servants of the same qualification.

E. Allowances

The primary school teachers should be paid all allowances as admissible to civil servants.

F. Promotion

Qualified assistant teachers may be promoted as head teachers, assistant thana education officers and teachers of experimental primary schools attached to the Primary Training Institute. Questioned as to the percentage of candidates appointed as head teachers from the in-service teachers and outsiders he said that there was no rule fixing the quota. Questioned as to how teachers are appraised for promotion as head teachers he said that the thana education officers on the basis of qualification and efficiency send names from their respective jurisdiction and the District Inspector of Schools approves of them.

G. Leave

The primary school teachers may be allowed leave as admissible to civil servants in the Vacation Department.



## H. Retirement Benefits

The primary school teachers should get pension as admissible to the civil servants.

## I. Teachers' Association

There is a wide spread belief that primary school teachers do not work regularly. The Primary Teachers' Association should make endeavour to improve the quality of work of the members of the teaching profession.

Name and Designation.--Mr. M.O. Ghani,

Place.--Comilla

District Education Officer

Date.--August 1, 1963

Comilla, East Pakistan

### A. Conditions Relating to Appointment:

#### Qualification

Minimum qualifications should be matriculation and one year's training in a primary training institute. Questioned as to the adequacy of one-year training he replied in the negative but opined that at the present moment duration of training could not be lengthened as that would slow up expansion of educational facilities.

#### Age of Entry

The present provision is adequate.

### Health

The teachers to be appointed should be medically fit. There should be a medical examination before employment. Candidates found medically unfit should not be appointed.

### Selection

The present procedure is adequate. Questioned as to whether selection by a Board can give better results he replied in the affirmative.

### B. Tenure

The primary school teachers should undergo a probationary period as in civil service. The present provisions of tenure privilege are adequate. Questioned as to whether the present procedure of hearing appeal of dismissal cases by the Director of Public Instruction is adequate he replied in the affirmative. Questioned as to his opinion regarding the constitution of a tribunal in each district to hear the cases of appeal he said that he did not feel any necessity. The present rule fixing the age of retirement is good.

### C. Transfer

The rules of transfer are adequate. Questioned as to whether the District Inspector of Schools can deal transfer cases adequately in view of the large number of teachers in a district he said that he did not find any difficulty.

#### D. Salary Scale

The primary school teachers deserve a salary scale comparable to civil servants of the same qualification.

#### E. Allowances

As admissible to civil servants.

#### F. Promotion

The teachers may be promoted as head teachers, assistant thana education officers and teachers of Experimental Primary School attached to the Primary Training Institute. Questioned as to the percentage of candidates that are promoted as head teachers from the inservice assistant teachers and outsiders he replied that there was no fixity. In reply to the question as to how the administration judges the promotional cases he said that the thana education officers under whose jurisdiction the vacancy arises recommended cases on the basis of qualification and efficiency and the District Inspector of Schools approved of those. Questioned as to whether he thinks it necessary to introduce a system of appraisal to decide promotion cases he replied in the affirmative and recommended the introduction of annual confidential report. Questioned as to his views regarding the constitution of a selection Board to decide promotional cases he said that that would be better.

G. Leave

The primary school teachers should be given leave facilities as admissible to civil servants of the Vacation Department.

H. Retirement Benefits

The primary school teachers should be paid pension as admissible to civil servants.

I. Teachers' Association

The Primary Teachers' Association should try to improve their quality of work, and then only they can be successful in raising their status. By following a policy as other trade unions are following there is the least chance of their success. The workers in the factory by stopping work can show the immediate consequence but the teachers can not.

<u>Name and Designation.</u> --Mr. M. A. Zaman	<u>Place.</u> --Comilla
Secretary, District Primary Teachers' Association,	<u>Date.</u> --August 1, 1964
Comilla, East Pakistan	

A. Condition Relating to Appointment:

Qualifications

Minimum qualifications should be matriculation and training. Questioned as to whether the present one-year training is sufficient he replied in the negative but added that very few would undergo two years' training for employment as primary school teachers under the present terms and conditions of service.

Age of Entry

The present provision is adequate.

Health

The teachers should be medically fit and for that reason a preemployment medical examination should be held.

Selection

In the present procedure of selection there is room for favouritism and nepotism. A selection Board should interview and select candidates. Periodical panel should be prepared and the candidates should be appointed serially as vacancy arises.

B. Tenure

The primary school teachers should undergo probationary period as the civil servants. Tenure privileges are not adequate as all the authorities are vested in the departmental officers--from the preliminary inquiry to the hearing of appeal, justice is not done always. There should be an arbitration Board to hear the cases of appeal on which a representative from the Primary Teachers' Association should sit.

C. Transfer

Teachers should be posted near about their home and transfers should be made only on penal measure for one year. The present practice of transferring teachers throughout the year thus causing great hardship to the teachers should be stopped. A committee at the thana level should be made responsible for transferring teachers.

#### D. Salary Scale

The primary school teachers should be paid salary scale comparable to civil servants of the same qualification.

#### E. Allowances

The primary school teachers should be paid accommodation allowances, transfer allowances, tour allowances and cost of living allowances.

#### F. Promotion

All the qualified assistant teachers should be eligible for promotion to the posts of head teachers, assistant thana education officers and teachers of the Experimental schools attached to the Primary Training Institute. There is room for favouratism and injustice in the present selection procedure. Questioned as to whether he has any suggestion to offer to improve the present selection procedure of promotional cases he said that the teachers should be assessed through annual confidential report and a Board should decide promotion cases on the basis of confidential reports.

#### G. Leave

The primary school teachers should be given leave privileges as the civil servants in the vacation Department. Questioned as to the justifications of their being granted the same leave privilege he said that they were under the employ of the same government and so should not be debarred from the privileges others were getting.

## H. Retirement Benefits

The primary school teachers should be given pension as admissible to civil servants. The gratuity system is not profitable and moreover when government took over the administration of primary education justice demands that primary school teachers should be given the same privilege as other civil servants.

## I. Teachers' Association

The primary teachers should unify them, first, into a strong organisation, then only government will hear them. Questioned as to whether they have difficulties in going ahead with their activities he mentioned two: First, there is lack of fund; second, lack of interest of a section of teachers in the Teachers' Association. The former is, he believed, in part, due to the latter.

<u>Name and Designation.</u> ---Mr. M.A. Qaddus	<u>Place.</u> ---Comilla
President, District Primary	<u>Date.</u> ---August 1, 1963
Teachers' Association	
Comilla, East Pakistan	

## A. Condition Relating to Appointment:

### Qualification

The minimum qualifications for appointment as primary school teachers should be matriculation and two years' training.

### Age of Entry

The present provision is adequate.

Health

The candidates for appointment should be medically fit and it should be decided by a medical examination prior to employment.

Selection

The present procedure of selection needs improvement. Selection of candidates should be made by a Board consisting of the District Inspector of Schools as Chairman, one head master from the local secondary schools, superintendent, local Primary Training Institute and subdivisional education officers as members. The selection Board should prepare periodical panel of candidates on tests and interview and the selected candidates may be appointed serially when vacancy arises.

B. Tenure

The primary school teachers should undergo a probationary period of two years. Only on successful completion of the probationary period they should be appointed permanently. The administration should make some endeavour to help the teachers grow during probationary period. The present rules regarding tenure privilege seem to be all right but there is misgiving about the implementation of rules. It is better if appeal of dismissal cases is heard by a tribunal instead of the Director of Public Instruction as at present. One representative of the Teachers' Association should be appointed as member of the tribunal. The present provision of retiring age is satisfactory.

C. Transfer

Although central to the consideration of transfer is public education, teachers' interests should be looked into. The District



Inspector of Schools seems to be too busy to look into transfer cases. It is better to decentralise the authority of transfers to a body at the thana level.

#### D. Salary Scale

It should be comparable to other professions of the same qualification.

#### E. Allowances

House allowance, transfer allowance, tour allowance and cost of living allowances.

#### F. Promotion

There should be more openings for promotion of the teachers. The posts of head teachers should be filled from qualified assistant teachers, the teachers may also be appointed as assistant thana education officers and teachers of Experimental Primary School attached to the Primary Training Institute which carries higher salary scale. There is no systematic appraisal system to decide promotion cases. The Department would do well to introduce annual confidential reports on the basis of which the merits of the candidates can be judged. It is better to judge the promotion cases by a body.

#### G. Leave

As admissible to civil servants in the Vacation Department.

#### H. Retirement Benefits

Government took over the administration of primary education since 1957 whereas the primary school teachers are not being treated as civil servants. The teachers should be accepted as civil servants, and they should be paid pension as other civil servants are getting on retirement.

#### I. Teachers' Association

The Primary Teachers' Association should work in two directions: They should make constitutional endeavour to improve their lot and at the same time they should try to improve the quality of teachers. But there are many difficulties: The teachers are not well organised and there is lack of fund.

<u>Name and Designation</u> ---	Mr. M. Ali	<u>Place</u> ---	Feni
	Subdivisional Primary	<u>Date</u> ---	August 7, 1963
	Teachers' Association,		
	Feni, East Pakistan		

#### A. Condition Relating to Appointment:

##### Qualification

The minimum qualifications should be matriculation and one year's training. Questioned as to the adequacy of one year's training he said that very few would like to undergo more than one year's training for employment as primary school teachers under the present terms and conditions of service.

Age of Entry

The present provision is adequate.

Health

The candidates for employment as teachers should be medically fit.

Selection

The present selection procedure is not adequate. Candidates should be selected by a Board. This can check favouratism.

B. Tenure

The teachers should undergo probationary period as civil servants. Justice is not always done in the implementation of rules. Questioned about his suggestion for the improvement he replied that appeal cases should be heard by a tribunal and one representative from the Teachers' Association should sit on it. Teachers should compulsorily retire at the age of 55. They become too old after that age.

C. Transfer

The teachers are harassed by transfers. Head teachers are not consulted when assistant teachers are transferred. The teachers should not be transferred beyond their home thana and transfer cases should be decided by a body.

D. Salary Scale

The teachers should get a salary scale comparable to other professions of the same qualification.

### E. Allowances

The primary teachers should be paid allowances as admissible to civil servants. Questioned as to the reasons he replied that they were under the employ of the same government.

### F. Promotion

There is less scope of promotion. The posts of head teachers to which primary teachers are eligible for promotion are filled by outsiders very often. In deciding promotion cases justice is not done always. The promotion of assistant teachers should not be limited to head teachers only. They should be promoted as assistant thana education officers and teachers of experimental schools attached to the Primary Training Institute. Promotion cases should be decided by a Board.

### G. Leave

The primary school teachers should get leave as admissible to civil servants of the Vacation Department. Questioned about the justifications he replied that they were under the employ of the same government.

### H. Retirement Benefits

Pension as admissible to civil servants. Questioned as to the justifications he replied that they were under the employ of the same government.

## I. Teachers' Association

The Primary Teachers' Association is inactive. They should launch more vigorous campaign for improving the lot of the teachers. Questioned as to the cause of their lagging behind he replied that lack of fund and lack of unity might be the causes.

Name and Designation.--Mr. M. Ali

Place.--Feni

Subdivisional Education

Date.--August 14, 1964

Officer, Feni,

East Pakistan

### A. Condition Relating to Appointment:

#### Qualification

The minimum qualifications should be matriculation and one year's training. Questioned as to whether one year's training is sufficient he replied in the negative but said that raising the duration of training would slow up expansion of education.

#### Age of Entry

The present provision is adequate.

#### Health

The teachers should be medically fit and for that reason pre-employment medical examination should be made compulsory.

#### Selection

The present procedure is adequate. Asked about his opinions as to the desirability of selecting candidates through a selection Board he replied that that was better.

**B. Tenure**

The teachers should undergo probationary period as the civil servants do. The tenure privileges are adequate. Questioned about his views as to the desirability of hearing the appeal cases by a tribunal he replied in the affirmative. The age of retirement is satisfactory.

**C. Transfer**

The rules regarding transfer are adequate. Questioned about his views as to the desirability of decentralising the authority for transferring teachers at the thana level he replied in the affirmative.

**D. Salary Scale**

It should be comparable to other professions of the same qualification.

**E. Allowances**

As admissible to civil servants.

**F. Promotion**

There should be more openings. The teachers may be appointed as assistant thana education officers and teachers of the Experimental Primary schools attached to the Primary Training Institute. Questioned as to the desirability of appraising the teachers through annual confidential report he replied in the affirmative. He added further that it was better to decide promotion cases by a Board.

G. Leave

As admissible to civil servants of the Vacation Department.

H. Retirement Benefits

Pension as admissible to the civil servants.

I. Teachers' Association

The Primary Teachers' Association should make constitutional endeavour to improve their service conditions.

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