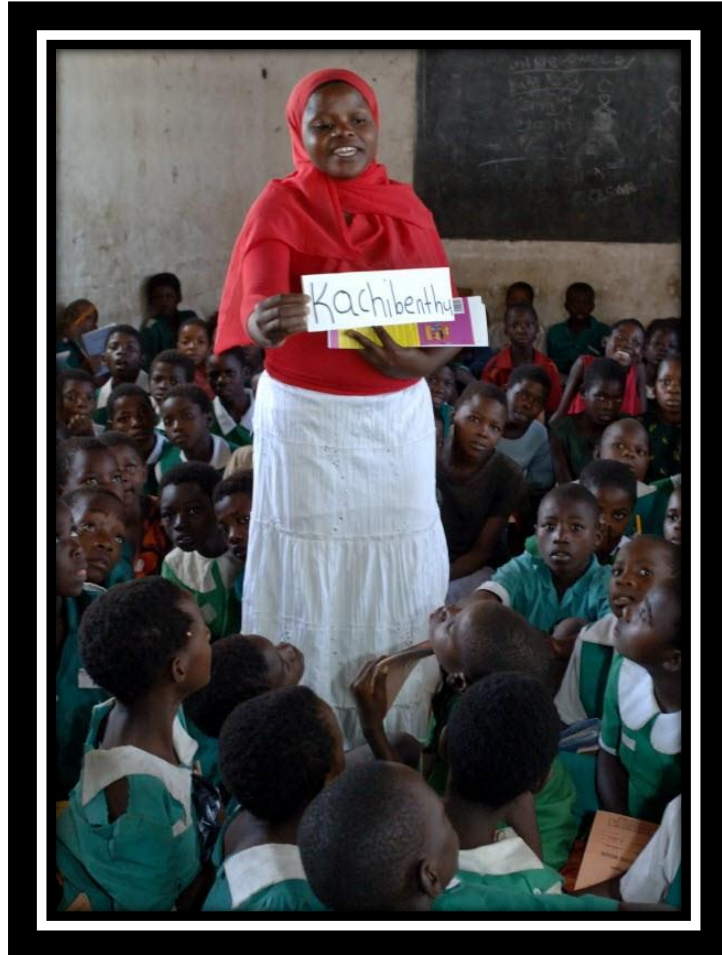


Teacher Motivation:

Theoretical Framework, Situation Analysis of Save the Children Country Offices, and Recommended Strategies



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Spring 2011

Photo Credit: Michael Bisceglie

Acknowledgements

This report was made possible by Save the Children (SC) Country Office staff who gave their time and thought into sharing their insights in the teacher motivation survey: Colin Alfred – SC/Afghanistan, Feleketch Baharu – SC/Ethiopia, Dzhamilia Barsanaeva – SC/Kyrgyzstan, Stella Candiru – SC/Uganda, Cassiano Conjo – SC/Mozambique, Rowena Codero – SC/Philippines, Augusto Costas – SC/Bolivia, Alma Flores – SC/El Salvador, Nelie Jeantillon – SC/Haiti, Bidya Koirala – SC/Nepal, Concepción Martinez – SC/Nicaragua, Mumo Matandala – SC/Malawi, Shahzad Mithani – SC/Pakistan, Oumer Mohammed – SC/Ethiopia, Zuhro Murodova – SC/Tajikistan, Pashupati Sapkota – SC/Nepal, Ahmed Sobieh – SC/Egypt, Hassan Suadik – SC/Ethiopia, Amadou Traore – SC/Mali, Kassaye Yimer – SC/Ethiopia, and Mohamed Zanati – SC/Egypt.

I would also like to thank those interviewees kind enough to contribute their thoughts and resources on teacher motivation: Michael Buret – MSI, Lilia Cifuentes – SC/Guatemala, Gastone Delahaye – EI, David Edwards – NEA, Daoud Ghaznawi – SC/Afghanistan, Nicole Goldstein – WB, Ron Henderson – NEA, Gilberto Mendez, Cecile Ochoa – SC/DCED David Sprague – AED, and Patricia Tibbetts – USAID.

Finally, a special thank you to SC/DCED staff for guidance and support: Eric Eversmann and Jessica Hanson.

List of Acronyms

CO	Country Office
INSET	In-service training
PTA	Parent-Teacher Association
SMC	School Management Committee
SC	Save the Children
UNESCO	United Nations Educational, Scientific, and Cultural Organization
USAID	United States Agency for International Development
VSO	Volunteer Service Overseas

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Executive Summary

This report summarizes the results of research into teacher motivation through literature review, interviews with education experts and practitioners, and survey of Save the Children (SC) country offices (COs). This report defines teacher motivation as the “willingness, drive or desire to engage in good teaching,” (Michaelowa 2002, 5) which is furthermore *acted upon*. Research indicates that higher teacher motivation is significantly linked to improved student learning outcomes. Therefore, the purpose of this report is twofold: 1) to present a framework of analysis that can be used to diagnose threats to teacher motivation in SC countries of operation, and 2) to offer actionable recommendations to improve teacher motivation and hence student learning outcomes.

Teacher Motivation Framework of Analysis

Theoretical literature on teacher motivation in the developing world is scarce. However, a review of relevant psychological theories offers important insights into teacher motivation in a developing country context. First, basic needs must be met before teachers can be motivated to fulfill their higher-order needs of self-actualization and professional goal attainment. Second, once the more extrinsic (or external) basic needs and environmental factors are adequately met, more intrinsic (or internal) factors more powerfully motivate teacher effort, performance, and professional conduct in the long run. These insights, complemented with a review of empirical studies on teacher motivation in developing countries, yield a framework of analysis for teacher motivation in the developing world. In this framework, eight interconnected categories influence teacher motivation, and the trend has unfortunately been negative in most developing countries (see Appendices A and B for graphical representation):

1) Workload and Challenges: There are increasing classroom challenges and demands placed on teachers in the developing world, but the following seven motivational supports teachers need to face these challenges and demands are decreasing or stagnant:

2) Remuneration and Incentives: Teacher salaries are generally low and irregularly paid

3) Recognition and Prestige: Social respect for teachers has fallen in many countries

4) Accountability: Teachers often face weak accountability with little support

5) Career Development: Teaching is frequently a second-choice job with few opportunities for professional development

6) Institutional Environment: Teachers face unclear, constantly changing policies as well as poor management

7) Voice: Teachers rarely have an opportunity for input into school management and ministry policy

8) Learning Materials and Facilities: Teachers have few or poor learning materials and poor facilities

The orange categories represent largely extrinsic components of teacher motivation, and the blue categories largely intrinsic components (and thus more important for sustaining motivation and focusing energy on student achievement).

Results and Analysis of Country Office Questionnaire

Results from the questionnaire of SC COs indicate that responding COs work mostly with permanent public school teachers, and that the majority confront ‘somewhat unmotivated’ teachers, especially in Africa and Latin America. A general overall analysis paints a picture in which teachers’ basic needs are not being met, but a country-specific analysis suggests a much more complex reality. This report presents a preliminary tool for analyzing where threats to teacher motivation may lie through a Situation Analysis Country Scorecard (see Section 5.3 or Appendix F). This scorecard is drawn from questionnaire data and

corresponds to the eight categories of the Teacher Motivation Framework of Analysis. The scorecard offers a basic view on where threats to teacher motivation are most severe in a particular country; in order to further investigate the threat and consider strategies for improving teacher motivation. The Teacher Motivation Framework of Analysis suggests two basic approaches to improving motivation: 1) ensuring teacher workload is commensurate with the seven remaining motivational supports and 2) balancing extrinsic and intrinsic motivational supports while prioritizing intrinsic supports as the most effective motivators.

Shortlist of Recommended Strategies for Improving Teacher Motivation¹

This section lists specific strategies for improving teacher motivation, broken down into the eight categories from the Teacher Motivation Framework of Analysis. These strategies are taken both from the literature as well as recommendations from SC COs. Successful strategies tried by COs are indicated with underscoring.

6.1 Workload and Challenges

- Provide support to remotely deployed teachers; such as bicycles, mobilizing the community to provide housing, ensuring access to resource centers and training, etc. (reported very successful by SC COs)
- Provide training on large class size management, active learning, and student assessment (reported very successful or somewhat successful by SC COs)
- Reduce non-school duties of teachers
- Mobilize the community to provide classroom assistants

6.2 Remuneration and Incentives (largely extrinsic)

- Promote social enterprise initiatives and microfinance solidarity groups in schools
- Mobilize the community to provide monetary and non-monetary contributions such as childcare, labor, security, cleaning, cooking, and classroom assistance
- Provide bonuses for improved teacher attendance and student learning
- Mobilize the community to help provide housing, school-based meals, and income generating activities (reported very successful by SC COs)
- Provide teachers with microfinance products such as health insurance, housing credit, or small income-generating credit

6.3 Recognition and Prestige (largely intrinsic)

- Recognize and reward specific behaviors such as leadership and teamwork
- Treat teachers as equal partners and professionals, and promote a professional environment in the school through codes of conduct, etc.
- Hold teacher achievement fairs or community recognition activities (reported very successful by most SC COs; although reported unsuccessful by Haiti)
- Train teachers to be defenders of gender awareness and rights (reported very successful by SC COs)
- Train teachers in professional ethics (reported somewhat successful by SC COs)
- Promote increased community and civil society involvement in education overall and in specific areas such as gender awareness
- Create a 'Save the Children' brand of teacher with prescribed benefits such as access to teacher training, mentoring from experts, etc.

¹ For full list of recommendations supplemented with evidence, see Section 6 (page 28).

6.4 Accountability (largely extrinsic)

- Revitalize and empower school management committees (SMCs)
- Promote community monitoring of teachers through mechanisms such as having students photograph teachers for attendance, having parents and students submit teacher report cards, etc. (report cards reported somewhat successful by SC COs)
- Train supervisors in the same techniques and material that teachers are learning
- Train supervisors to fulfill a supportive role as well as an inspecting role
- Train supervisors and communities to use a range of tools to hold teachers accountable

6.5 Career Development (largely intrinsic)

- Ensure that pre-service training is at least one year long and coupled with sufficient quality INSET
- Incorporate life skills and extracurricular activities into teacher training (reported somewhat successful by SC COs) – potentially through HEART
- Incorporate leadership, management, evaluation and other skills into teacher training to promote career development among teachers (reported somewhat successful by SC COs)
- Coach teachers through on-site training (reported somewhat successful by SC COs)
- Facilitate reflective teaching and action research among teachers to identify challenges and solutions (reported to be in process but promising by Mozambique)
- Provide teachers with career development courses and assistance with career development plans
- Provide merit-based scholarships so teachers can upgrade their credentials
- Facilitate peer exchange networks/mentoring between teachers (reported very successful by SC COs)

6.6 Institutional Environment (largely extrinsic)

- Provide headmasters with high-quality training in school management and leadership
- Advocate for transparent, fair deployment and promotion of teachers
- Prohibit discrimination against female, disabled, or other marginalized teachers through the utilization of guidelines, codes of ethics, and monitoring and evaluation systems
- If teacher qualifications, experience, and school environment allow, advocate for or provide teachers with greater autonomy in classroom pedagogy
- Facilitate a more collaborative form of inspection

6.7 Voice (largely intrinsic)

- Train teachers in strategic management so they can play a larger role in school-level decision-making (reported somewhat successful by SC COs)
- Facilitate quality circles among teachers
- Encourage active participation and involvement of teachers and headmasters in decision-making with clearly defined roles and responsibilities
- Advocate on behalf of teachers with ministries of education and ministries of finance
- Engage in capacity building of trade unions to help them develop well-informed positions in educational issues and debates
- Work with marginalized teachers (females, those with HIV/AIDS, etc.), to build capacity and voice

6.8 Learning Materials and Facilities (largely extrinsic)

- Mobilize the community to contribute materials and improve facilities
- Ensure adequate hygienic facilities in the school, especially for women
- Advocate for more funding for libraries and resources
- Provide merit-based learning materials awards for high-performing teachers

1. Introduction

“Almost every day I’m happy; there are not many days when I’m not, because being a teacher, I know that I’m part of the fight against extreme poverty, I’m combating illiteracy, and I’m in the classroom transmitting messages to my pupils and also receiving many back from them. We are taking part in the fight against the great scourges. It’s good to be a teacher.” – Teacher in Mozambique, from VSO’s *Valuing Teachers*

What is motivation, and why is teacher motivation important? The term ‘motivation’ carries varying definitions and dimensions in literature on the topic. For example, how closely related are job satisfaction and job motivation? Or self-efficacy and motivation? Personal achievement and motivation? For teaching, how is the motivation to put forth effort different from or similar to the motivation to learn and apply new teaching methods? This report will define motivation as the “willingness, drive or desire to engage in good teaching,” (Michaelowa 2002, 5) which is furthermore *acted upon*. ‘Good teaching’ here is taken to mean adherence to professional conduct and efforts to help students learn *as best as the teacher knows how*. Thus, job satisfaction, self-efficacy, and personal achievement are dynamic components of teacher motivation that both drive and are driven by teacher motivation in a virtuous cycle. When convinced of the effectiveness of improved teaching methods, the motivated teacher will also utilize these methods as part of her/his effort to help students learn as best as s/he knows how.

Why look at teacher motivation? A body of literature highlights teacher motivation as critical for student learning outcomes. Baeza, Chesterfield, and Moreno find that teacher attitude is the dominant factor explaining teacher and school performance in their evaluation of a USAID basic education project in Guatemala (Mendez 2011). This reflects similar findings among assessments of the Escuela Nueva model in Colombia and Guatemala (Colbert and Mogollon, 1977; Schiefelbein, 1991; and Kraft, 1998). In East Africa, Anderson (2001) reports that teacher motivation was a key factor in Agha Khan Foundation teacher training programs. Using case studies of 12 African and South Asian countries, Bennell and Akyeampong (2007) pinpoint the commitment of teachers as one of the most important determinants of learning outcomes. Thus, in a variety of developing countries, high teacher motivation leads to positive educational outcomes.

On the other hand, low teacher motivation leads to negative educational outcomes. In the same study, Bennell and Akyeampong find that low motivation results in absenteeism, underutilization of class time, professional misconduct, reliance on traditional teaching practices, poor preparation, and secondary income-generating activities that distract from teaching duties. Similarly, a Volunteer Service Overseas study of teacher motivation in Zambia, Papua New Guinea, and Malawi found that low motivation results in high attrition rates, constant turnover, lack of confidence, varying levels of professional commitment, and a feeling of helplessness to either improve student outcomes or teachers’ own situations (What Makes Teachers Tick?: A policy research report on teachers’ motivation in developing countries 2002).

Given the importance of teacher motivation for student learning outcomes, the purpose of this report is twofold: 1) to present a framework of analysis that can be used to diagnose threats to teacher motivation in Save the Children (SC) countries of operation, and 2) to offer actionable recommendations to support teacher motivation where it is high and improve teacher motivation where it is low.

This report summarizes a research project on teacher motivation in the developing world conducted during Spring 2011. This project draws from a literature review, interviews with experts and practitioners, and a survey of SC Country Offices (COs). Having examined the importance of understanding teacher motivation for SC Education and Child Development operations, the report will next review the theoretical literature on motivation in psychology as well as recent empirical studies of teacher motivation in developing countries. Tying these two branches of literature together, a framework of analysis for teacher motivation in developing countries will then be presented and explained. Following this, the report will describe the research methods used for this research project, and summarize the results of this research and implications for SC efforts to improve teacher motivation. Finally, specific recommendations for improving teacher motivation will be offered.

2. Teacher Motivation in Theoretical and Empirical Literature

Theoretical literature on teacher motivation in developing countries is sparse, but certain psychological theories offer relevant applications for the developing country context. First, Maslow's (1943) hierarchy of needs proposes that individuals must fulfill their lower-order needs (basic needs such as water and housing, safety, belonging, and esteem) before being motivated to fulfill the higher-order need for self-actualization. In the context of teaching, self-actualization can be understood as personal achievement, a key component of teacher motivation. As basic needs often go neglected in the developing world, Maslow's theory is pertinent to an investigation of teacher motivation in developing countries.

While the fulfillment of basic needs is important to lay the foundation for teachers to desire to improve their professional behavior and personal achievement, other theories indicate that satisfaction of basic needs in and of itself functions as a mere *extrinsic*, or external, incentive. According to Benabou and Tirole (2000), extrinsic incentives are only weak reinforcers of motivation in the short run and negative reinforcers in the long run. In terms of work motivation, Herzberg (1966) finds that achievement, recognition, the work itself, responsibility and advancement are more effective long-run motivators than interpersonal relations, working conditions, and pay. For teachers, Chapman et. al. (1993) note that incentives are related to teacher job satisfaction, but not to teacher classroom practices. Thus, it appears that while teachers need housing, food, safety, belonging, etc. in order to be professionally motivated, the provision of these needs past a baseline requirement is not a sustainable driver of teacher motivation. Instead, teachers need supports that encourage their *intrinsic*, or internal, motivation; such as achievement, recognition, and career development. The relationship between, and relative effectiveness of, extrinsic versus intrinsic incentives is an important issue for teacher motivation in the developing world, where material resources to motivate teachers through extrinsic means are often very scarce to begin with.

Specific goals, teacher voice, and self-efficacy may be a further source of intrinsic motivation for teachers. Locke (1966) finds that goals that are specific, challenging, formed through employee participation and reinforced by feedback are those that most motivate employees. In the developing world, goals are often not so clearly defined and usually not determined in a participatory process incorporating teacher feedback. In terms of self-efficacy, or one's belief in their ability to realize goals, Bandura's (1966) social cognitive theory holds that self-efficacy is an important determinant of motivation. According to Bandura, self-efficacy is a product of four components: physiological and emotional well-being, verbal encouragement from others, learning from one's own experience, and learning from others' experiences. These four components of self-efficacy are strongly related to

Maslow's hierarchy of needs and the interplay between extrinsic versus intrinsic sources of motivation as discussed above.

Other studies address the motivation of teachers in developing countries to incorporate new teaching methods into their strategies to help students learn. In Egypt, Johnson et. al. (2000) documents the demoralization of Egyptian teachers struggling to apply new active learning techniques in the context of an unsupportive school administration, lack of resources, and mechanical curriculum. Indeed, Johnson et. al. draw from Beeby's (1966) hierarchy of teacher development to suggest that unless the teacher's environment is supportive of more advanced teaching styles, teachers will be frustrated and disheartened in applying new techniques in the classroom. Furthermore, teachers at different levels of professional development may also need different levels of support. Therefore, it appears that teachers' self-efficacy and personal achievement can languish without training appropriate to their ability and the constraints of their school environment.

Against this largely theoretical backdrop, empirical studies of teacher motivation in developing countries paint a dismal picture of generally low or declining levels of motivation among formal public school teachers. However, the situation of course varies from country to country. Some countries may face particular threats to teacher motivation while other countries face different or no threats. For example, Michaelowa (2002) finds that in Burkina Faso, Cameroon, Cote d'Ivoire, Madagascar, and Senegal; more than 50% of fifth grade teachers seem to prefer teaching to any other profession, and over 40% like their schools and do not want to change, indicating that teacher motivation may not be so bad in those countries. Ethiopia, on the other hand, exhibits nearly all of the causes and symptoms of low teacher motivation, as reported by the SC CO and from a VSO report (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.).

Thus, the following section divides the common causes of, or threats to, teacher motivation in the developing world into eight categories through a Teacher Motivation Framework of Analysis. Because the relative importance of each 'threat category' may vary between developing countries, this 'teacher motivation framework of analysis' can serve as a useful tool to diagnose the relative severity of threats to teacher motivation in particular countries.

3. Teacher Motivation Framework of Analysis: Eight Potential Threats to Teacher Motivation in the Developing World

"Labels like joyful learning and child- centered learning do not mean anything to teachers who have to deal with social diversity, different levels of students and most importantly, children who are undernourished, hungry and frequently ill."
(Ramachandran and Pal 2005)

A review of empirical studies on teacher motivation in developing countries indicates widespread low or decreasing levels of motivation, resulting in lower quality of education. For example, Bennell and Akyeampong (2007) find that sizeable percentages of primary school teachers are poorly motivated in Sub-Saharan Africa and South Asia. The documented causes of low teacher motivation, what this report will refer to as 'threats to teacher motivation,' can be divided into eight interconnected categories:

1) Workload and Challenges: There are increasing classroom challenges and demands placed on teachers, but the following seven motivational supports teachers need to face these challenges and demands are decreasing or stagnant:

2) Remuneration and Incentives: Teacher salaries are generally low and irregularly paid

3) Recognition and Prestige: Social respect for teachers has fallen in many countries

4) Accountability: Teachers often face weak accountability with little support

5) Career Development: Teaching is frequently a second-choice job with few opportunities for professional development

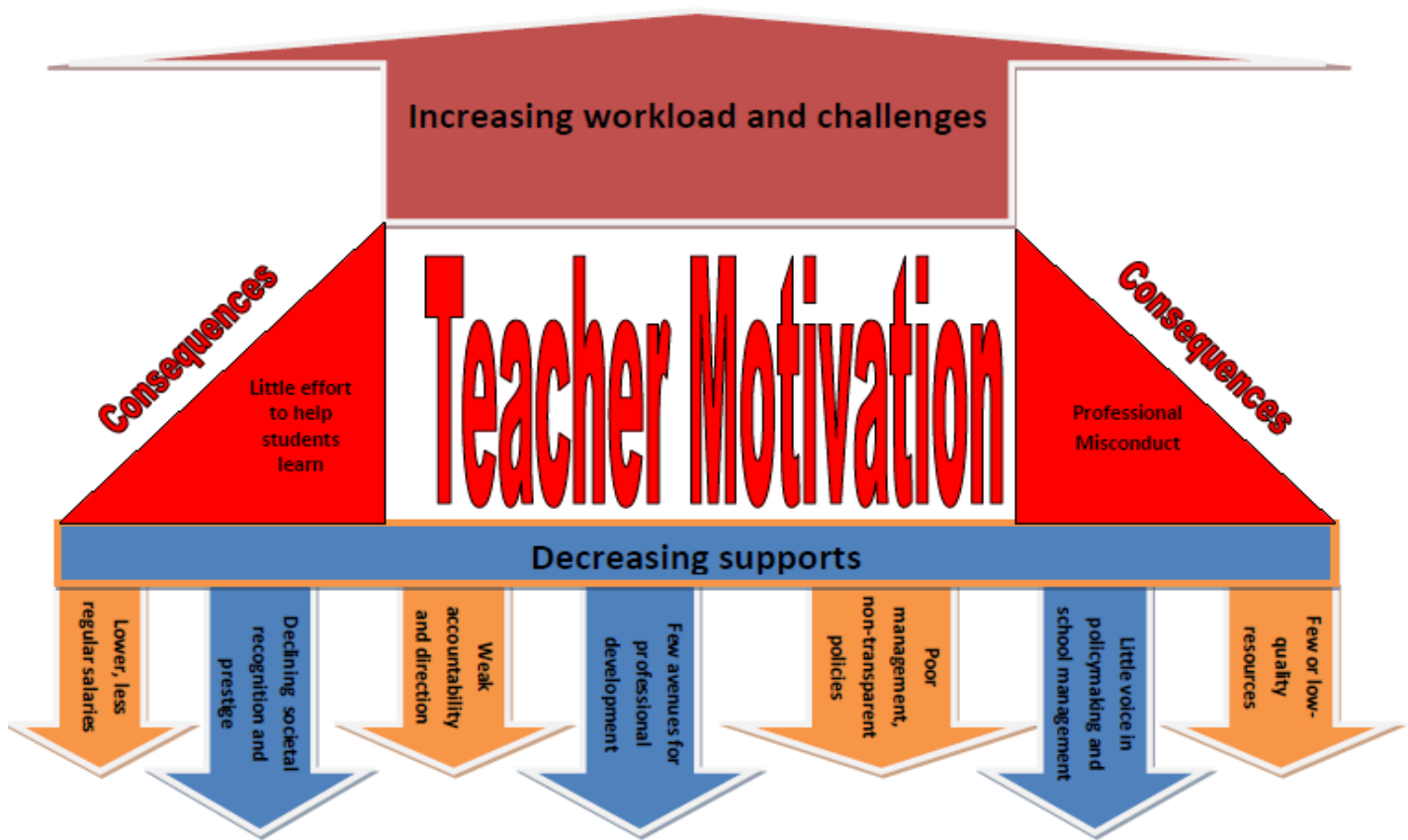
6) Institutional Environment: Teachers face unclear and constantly changing policies as well as poor management

7) Voice: Teachers rarely have an opportunity for input into school management and ministry policy

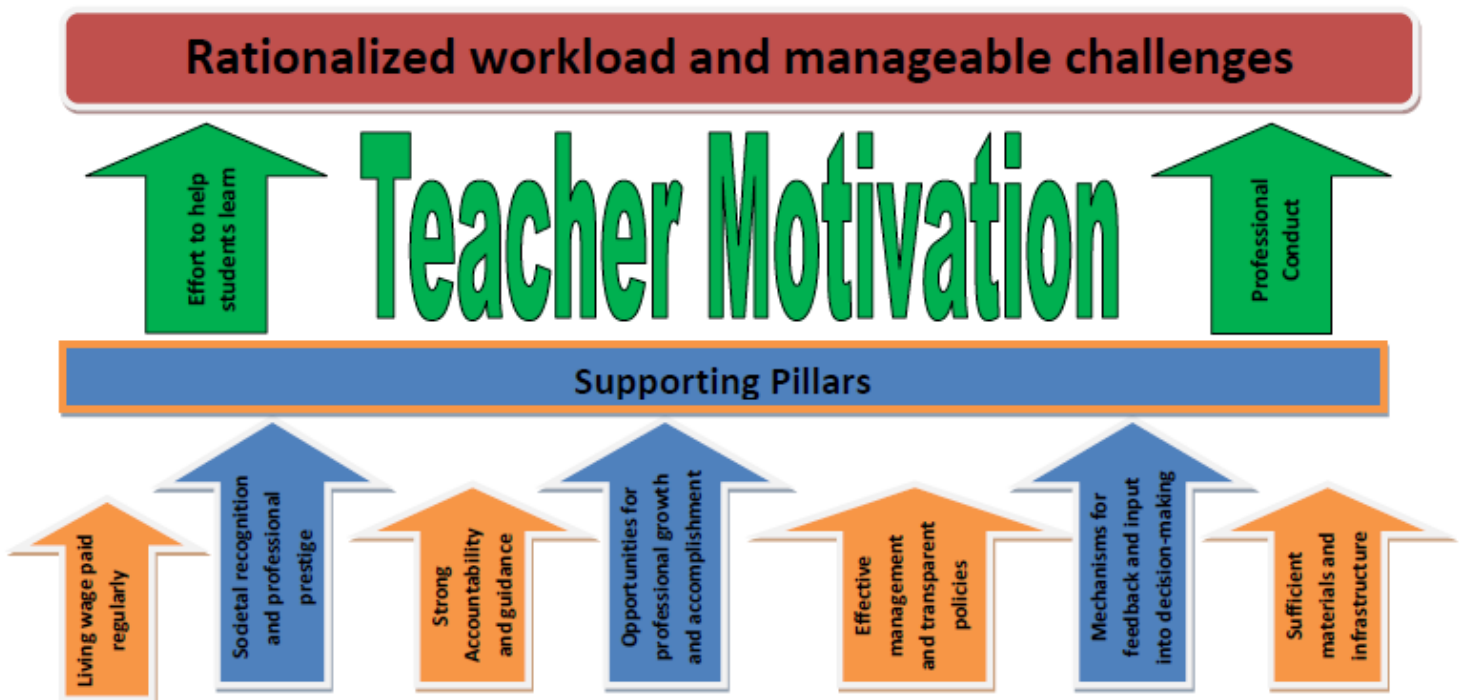
8) Learning Materials and Facilities: Teachers have few or poor learning materials and poor facilities

The first category, workload (1), serves as the backdrop against which the seven remaining categories (2 – 8) operate. These seven categories are motivational supports which give teachers the energy, incentives, purpose, etc. to tackle their workloads with sincere effort and professionalism. The seven motivational supports are divided into two types. The orange motivational supports are those that are largely extrinsic, concerning teachers' external conditions and material incentives. The blue motivational supports are those that are largely intrinsic, effecting teachers' internal feelings of esteem, achievement, and purpose. As discussed in Section 2, sources of intrinsic motivation are more effective at sustaining teacher effort and professionalism in the long run, and more readily enhance student achievement.

Teachers facing heavy workloads need sufficient motivational supports in order to sustain their effort and professional conduct on the job. If teachers' workload is greater than teachers' motivational supports, teacher motivation is threatened. Unfortunately, the literature, interviews, and SC country surveys confirm that this occurs in many developing countries, therefore stretching teacher motivation thin (see below or Appendix A for graphical representation).



On the other hand, if teachers' workload is reasonable and motivational supports match or exceed this workload, teacher motivation is supported rather than threatened (see below or Appendix B for graphical representation). As discussed in Section 1, more motivated teachers bring about improved student achievement.



The following sub-sections will briefly describe each of the eight components of the framework for teacher motivation in developing countries, drawing on the body of empirical studies of the topic.

3.1 Workload and Challenges

“Teachers feel there is nothing there for them; they have to work in the classroom under difficult conditions, then of course teachers will be attracted to leave.”

– Teacher from the Gambia, from VSO’s *Valuing Teachers*

Expanding access to education for all, as many countries are attempting, increases the workload and challenges faced by teachers. Education for all, combined with population growth, often requires remote deployment of teachers, large class sizes, multiple teaching shifts, or multiple grade levels within a single class. Michaelowa (2002) finds that these challenges are negatively correlated with teacher job satisfaction and positively correlated to absenteeism in Africa. Furthermore, due to political influence and irrational policies, it is the least qualified teachers who are most often sent to the most challenging and neediest schools – frequently those located in rural areas (Bennell and Akyeampong 2007). In addition, safety and cultural traditions can severely undermine the motivation of female teachers to work on rural or remote areas (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.). Living far from school can also contribute to absenteeism (Methodological Guide for the Analysis of Teacher Issues 2010).

As schools expand to rural areas, teachers are beginning to instruct minorities speaking different languages. Many teachers are unfamiliar with these new languages, and unused to the challenges of teaching those with a different native tongue. Alternatively, national curriculum may dictate that teachers teach a secondary language, such as English, in which teachers are less competent and confident.

In many developing countries, teachers are increasingly asked to perform a greater range of duties, including health education, distributing food, giving immunizations, taking census data, and organizing community development activities. If not properly compensated, these sorts of demands on teachers can decrease their motivation (Ramachandran and Pal 2005).

Other de-motivating challenges include teaching students of a lower social class and recent regulations banning student corporal punishment (Ramachandran and Pal 2005). Finally, not only does a heavy workload negatively impact teachers’ effort, it also makes teachers resistant to applying new teaching methods (Bennell and Akyeampong 2007).

3.2 Remuneration and Incentives (largely extrinsic)

“The broad consensus among occupational psychologists in developed country contexts is that pay on its own does not increase motivation. However, pecuniary motives are likely to be dominant among teachers in those LIDCs where pay and other material benefits are too low for individual and household survival needs to be met. Only when these basic needs have been met is it possible for ‘higher-order’ needs, which are the basis of true job satisfaction, to be realised.” (Bennell and Akyeampong 2007)

In certain countries, in particular Latin American countries, teacher pay may reach the UNESCO-recommended threshold of 3.5 times GDP per capita (Teacher Compensation, Motivation, and

Working Conditions 2006). However, teacher salaries are generally low, especially in Africa. Corresponding to Maslow's hierarchy of needs, lack of a living wage can undermine the foundation of basic need fulfillment teachers require before they can focus on improving their work. When teachers do not have enough money to live, they often resort to secondary employment activities, which can undermine their motivation to perform in their primary job and lead to increased absenteeism (Methodological Guide for the Analysis of Teacher Issues 2010). One such secondary employment activity, private tutoring, can be especially harmful to student achievement, or at least the distribution of student achievement, when teachers cut back on teaching part of the curriculum in school in order to generate demand for their tutoring services out of school (Bennell and Akyeampong 2007).

Besides resorting to secondary employment, teachers who earn poverty wages are often unable to eat properly before coming to school (Bennell and Akyeampong 2007). Furthermore, it is difficult to motivate qualified teachers to work in the neediest schools and in rural areas without sufficient material incentives. Low pay also alters the profile of those who are most motivated to become teachers, as the opportunity cost of joining the poorly-paid teaching force is lowest for the unskilled, inexperienced, women, and those from rural areas (Umansky and Vegas 2007).

However, beyond a reasonable salary, there is little evidence that further pay increases motivate teachers. Michaelowa (2002) does not find a salary structure to be an obvious determinant of teacher job satisfaction. Delannoy and Sedlacek (2000) note that across-the-board salary increases in Brazil were ineffective in increasing teacher performance.

If teachers are able to support themselves and their families, *how* teachers are paid may be more important than *how much* they are paid. Teachers are more motivated when they are paid on time, when retrieving their pay is easy, and sometimes through performance bonus-pay schemes. For example, in India irregularly paid salaries are a major source of low motivation (Ramachandran and Pal 2005). In terms of bonus pay, Muralidharan and Sundararaman (2009) find that individual and group performance pay schemes significantly increased test scores in India through encouraging greater effort among teachers.

3.3 Recognition and Prestige (largely intrinsic)

“Teaching is a noble profession: as soon as you launch yourself into it, you gain a lot. This is the reason that each year is compared to the last, and I think that everyone wants to improve.” – Teacher in Rwanda, from VSO's *Valuing Teachers*

In many developing countries teaching has historically enjoyed a large degree of prestige. Today, however, many teachers feel the respect for their profession is decreasing – in the eyes of students, parents, government, and the larger society.

Low salaries play a role, but so does the assignment of administrative or menial tasks; lower standards of teaching; increasing demands on schools from communities; and the creation of large groups of unqualified or even female teachers (Bennell and Akyeampong 2007). On the other side, the status of volunteer or community teachers appears to motivate those types of teachers to perform more so than formal or civil-servant teachers (Michaelowa 2002). In addition, sometimes teachers may simply not have a good relationship with the community surrounding their school, and this can be especially true in hierarchical societies with large gaps between teachers and the students and community (Ramachandran and Pal 2005)

Lack of prestige from low remuneration and low autonomy in planning and teaching, has been associated with private tutoring in Romania (Popa and Acedo 2006) and Egypt (Hartmann 2008), an activity where teachers often enjoy more professional status, self-esteem, and better pay. Many teachers feel that another way to increase societal respect for teaching is to improve the public image of their profession by making the public more aware of the actual conditions they face (Tudor-Craig 2002).

3.4 Accountability (largely extrinsic)

In many countries, teacher accountability is generally weak. Systematic controls are inadequate, and teachers are rarely inspected and difficult to discipline. When salaries are deposited to banks, headmasters cannot withhold them from poorly performing teachers and face lengthy and ineffective alternate means of sanctioning them (Methodological Guide for the Analysis of Teacher Issues 2010). Furthermore, teacher pay and promotion is rarely linked to performance. When teachers are inspected, the process is often purely supervisory with little support or advice for how teachers can improve their performance.

Bennell and Akyeampong (2007) highlight the need for greater accountability in order to rein in unprofessional teacher behavior in Sub-Saharan Africa and South Asia. Duflo, Dupas, and Kremer (2007) find that increased accountability can function as a strong complement to other methods of improving teacher motivation. In Kenya, they observe that combining class size reduction with improved accountability (by hiring local teachers on short term contract or by increasing parental oversight) produced larger test score increases than reduced class size alone.

However, accountability that is too harsh or not complemented with support can just as readily damage teacher motivation. A large number of inspector visits or large degree of parental oversight decreases teacher job satisfaction, although these measures also increase student achievement and decrease teacher absenteeism (Michaelowa 2002). Finnigan and Gross (2007) warn against the de-motivating consequences of continually sanctioning of poorly performing teachers or schools without simultaneously providing support for those teachers or schools to improve their performance. Looking at schools in Israel, Friedman (1991) also finds that the drive toward measurable goal-achievement, lack of trust in teachers' performance, and circumscribed environment can cause teacher burnout. Kotez (2002) warns against holding teachers accountable purely through test scores. He argues that this creates perverse incentives for reallocation of teaching effort among students, cheating and manipulation of scores, and coaching or teaching to the test. Instead, he recommends combining objective assessment of test scores with more subjective assessment, such as classroom observation.

Keeping these caveats in mind, in some contexts teachers actually desire greater accountability. In Pakistan for example, teachers desire more interaction with the district administration and want to see more effort from School Management Committees (SMCs) in school matters (Teacher Professionalism in Punjab: Raising Teachers' Voices 2005).

3.5 Career Development (largely intrinsic)

“What is happening? The best teachers are leaving to work in other jobs...”

– Teacher in Mozambique, from VSO’s *Valuing Teachers*

While teachers may dislike external controls on their teaching decisions and behavior, nearly all teachers appreciate external professional support. To improve teacher motivation, Bennell and Akyeampong (2007) highlight the need for more attractive career structures and more opportunities for teacher professional development. In-service training (INSET) in particular can increase teacher morale, especially when combined with mentoring and observation, and lead to improved student outcomes (Ginsburg 2009). Teachers do appear to be confident in their own abilities (Bennell and Akyeampong 2007), but feel they need the external support, tools, and training to allow them to excel in their work, and opportunity to progress up the career ladder.

Professional development also enhances teacher motivation through an important and related channel: observed student achievement. Teacher job satisfaction has been found to be correlated with high-performing students (Michaelowa 2002), and teachers in a variety of developing countries have been seen to become more motivated when witnessing their effort pay off in the form of improved student performance. Namely, coaching teachers to set expectations for students, better manage the classroom, and apply new teaching methods can be very effective in motivating teachers (Mendez 2011).

Unfortunately, conditions surrounding career development often undermine teacher motivation. Teachers are often recruited from lower-performing academic tracks in the education system; and this not only contributes to a view of teaching as a lower-skilled profession, but also makes teaching a job of last resort for the skilled – and an attractive option for the untalented (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.). Tellingly, Michaelowa (2002) finds that teachers with the highest educational attainment are the least satisfied with their job, indicating that their preparation is mismatched with the reality of their work. When committed, skilled teachers do enter the system, they face few opportunities for promotion and only infrequent, low-quality training that fails to give teachers the tools to overcome their classroom challenges (Ramachandran and Pal 2005). Teachers often rely on and value the opportunity to network with other teachers, and even the chance to progress up the career ladder to become formal mentors to other teachers, but these opportunities are scarce.

Because criteria for advancement are primarily based on qualifications and years of service, both good and bad teachers are promoted together, further undermining motivation (Bennell and Akyeampong 2007). Teachers often see their work in the classroom as a stepping stone, and desire to move on either to school administration or another profession entirely. However, the current system provides few opportunities for advancement either within or outside of the classroom. (Fanfani 2004). When teachers do pursue their post-classroom ambitions, their independent study to increase their qualifications can lead to increased absenteeism (Methodological Guide for the Analysis of Teacher Issues 2010).

As discussed in the recognition and prestige section, teachers are often de-motivated when perceiving that their work is being de-professionalized by overly scripted teaching regulations. For example, a study of teacher motivation in Tanzania recommends reinforcing the professionalism of teaching by giving teachers greater autonomy in choosing which pedagogies to apply in the classroom (Oluoch n.d.). The advent of community teachers and parateachers has also made formal or civil servant

teachers feel the professionalism of their work is threatened (Ramachandran and Pal 2005). However, it also appears that community teachers are generally more motivated than civil servant teachers (Bonnet 2007), perhaps because of shorter distances to school, close ties to the community, and greater feelings of service (Methodological Guide for the Analysis of Teacher Issues 2010).

3.6 Institutional Environment (largely extrinsic)

Education policies are often unclear or subject to corruption or nepotism. Teachers prefer meritocratic promotion, deployment, and pay; but instead politics and patronage networks usually dominate and thus undercut teacher motivation, especially in South Asia (Teacher Professionalism in Punjab: Raising Teachers' Voices 2005). Teachers have a strong sense of equality, and become de-motivated when they see other teachers (frequently math, science, and language teachers) receive what they perceive to be special treatment (Ramachandran and Pal 2005).

With increased reform, teachers face constantly changing policies, which can confuse and de-motivate. In addition, constant transfers mean that teachers are often unable to teacher in the same school long enough to witness the change in student achievement resulting from their efforts (Bennell and Akyeampong 2007).

School headmasters can play an important role serving as examples and leaders (Javaid 2009), but they lack the necessary training and experience. Headmasters rarely receive training, and they themselves are often promoted to such a position through political influence. Many headmasters still have pedagogical responsibilities that prevent them from sufficiently supervising and supporting teachers (Charron and Chau 1996). Other conditions limiting the effectiveness of headmasters to improve teacher motivation include weak management systems for headmasters, overly tight fiscal management policies, and constrained powers of headmasters vis-à-vis teachers (Mpokosa and Ndaruhutse 2008).

In Lesotho, teachers' professional relationships with supervisors are critical for teacher motivation and outweigh the influence of pay and facilities on motivation (Urwick, Mapuru and Nkhobotin 2005). In Ethiopia, institutional problems undermining teacher motivation include frequent policy changes, lack of merit-based promotion, irrational deployment, weak relationship between teachers and directors, and lack of support from Regional Education Bureaus (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.).

3.7 Voice (largely intrinsic)

Teachers often operate in very hierarchical and authoritarian systems, with limited opportunities for participation and delegation of responsibilities (Bennell and Akyeampong 2007). Teacher perspectives and needs are rarely considered in education policymaking or project design. Teachers are often seen as passive implementers or technical inputs rather than partners in reform.

Teacher motivation in many countries is positively related to greater voice in decision-making. In some places, teachers find expression in unions. In Africa for example, Union membership increases job satisfaction (Michaelowa 2002). However, unionization also carries risks. Even when teachers want to teach, they may be pressured by unions to strike, which interrupts their teaching and serves as a source of de-motivation, as in Guatemala (Cifuentes 2011). Teachers in Ethiopia not only desire a larger say in education policy, but also want improved dialogue between unions and teachers as the

union itself becomes insulated from teacher input (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.).

3.8 Learning Materials and Facilities (largely extrinsic)

In many countries, teachers increasingly have to do more with less. A small number of textbooks and other learning materials are spread thin over many students, while physical infrastructure is poorly constructed or maintained. In Africa, Michaelowa (2002) finds that adequate provision of textbooks can improve teacher job satisfaction and increase student test scores. In fact, she concludes that textbooks are the single most important determinant of whether or not a teacher desired to transfer schools, a proxy for job satisfaction. In Ethiopia, teachers are de-motivated by the fact that the school syllabus assumes that teachers have access to learning materials when in reality such materials are scarce. (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.)

Basic amenities such as water and electricity are also very important for teacher job satisfaction and motivation. For example, sanitary facilities are especially important to motivate female teachers to work at a given school (Ramachandran and Pal 2005). Other problems include slow textbook development; restricted space; nonexistent or under-resourced libraries, labs, etc. However, like pay, learning materials and facilities are merely a necessary but insufficient factor in teacher motivation; and once these needs are met only then can intrinsic factors such as recognition, career development, and voice have a deeper impact on motivating teachers.

4. Research Methods

In addition to the literature review summarized in Sections 2 and 3, this research project also incorporated a series of semi-structured interviews and a questionnaire on teacher motivation. The interviews were conducted between April 19th and May 12th, 2011. The interviewees were 11 domestic and international education practitioners and experts from a variety of organizations (see Appendix D for the full list). Interviewees were selected by a process of exploring the professional network of friends and coworkers of the intern, as well as the networks of the interviewees themselves. A semi-structured interview consisting of 11 questions was used (see Appendix E), and interviewees were contacted via telephone, skype, or in personal meetings.

From the Teacher Motivation Framework of Analysis described in Section 3, a 98-question questionnaire was created and sent to 19 SC COs (see Appendix C for complete questionnaire). The 19 SC COs were not selected randomly, but rather on the basis of the type of SC Basic Education programming they were involved in. The survey was opened April 15th and closed on April 29th. COs were given the option of completing the survey online via SurveyMonkey or via Microsoft Word attachment. Of the 19 COs contacted, 16 responded: Afghanistan, Bangladesh, Bolivia, Egypt, El Salvador, Ethiopia, Haiti, Kyrgyzstan, Malawi, Mali, Mozambique, Nepal, Nicaragua, the Philippines, Tajikistan, and Uganda.



Map: COs participating in the teacher motivation survey

In general, the survey respondents were the Education Program Managers of the COs. Twelve of the 16 responding COs completed the entire survey. For El Salvador and Nicaragua, only the first three sections of the survey (as the most important sections of teacher background, workload, and CO experience with teacher motivation) were translated into Spanish. Thus, four countries completed the first three sections of the survey: El Salvador, Nepal, Nicaragua, and Pakistan. All respondents were asked to answer all questions with regard to the type of teachers with whom SC works most often.

5. Research Results & Analysis

5.1 Themes and Conclusions from Interviews

The 11 interviews provided additional qualitative information on teacher motivation. A number of interviews touched on the theme of heterogeneity within homogeneity. That is, while all teachers share very general characteristics and sources of motivation, they also carry their own individual motivations for becoming a teacher and value sources of motivation differently. For the commonalities of motivation, David Sprague and Gastone Delahaye suggested that all teachers share a certain enthusiasm for helping others learn, especially (or primarily) during their first few years. In terms of variation in motivation, Daoud Ghaznawi and other interviewees noted that teachers join the profession for a variety of different reasons; and that a given factor or framework category could motivate one teacher while having little effect on another.

Another theme that arose during the interviews was that of differences in development, related to the notion of Beeby's (1966) hierarchy of teacher development. Many interviewees agreed that sources of motivation would be different for teachers in the developed versus developing world, particularly on the topic of pedagogical autonomy. That is, some interviewees supported the idea that teachers in the developing world do not value having the space for creativity and spontaneity in their teaching, and freedom from more scripted regulation of classroom practices. Similarly, Sprague suggested that

teachers in developing countries may not care for increased voice in school management. However, others including David Edwards cautioned against taking these ideas too far, arguing that teachers in developing countries also worry about the de-professionalization of their work and inclusion in decision-making. It may be that the difference lies between qualified formal teachers and unqualified community teachers. In any case, all interviewees agreed on the need to ensure harmony between the material and techniques in which teachers are trained and the criteria on which supervisors assess teacher performance.

In terms of the different types and sources of motivation, Ghaznawi highlighted the importance of distinguishing between teachers' motivation to make a general effort in their teaching versus teachers' motivation to learn and apply new teaching methods. Patricia Tibbetts and Sprague confirmed that salary is not the most important source of teacher motivation. Instead, Gilberto Mendez and others emphasized the critical role of teachers seeing their work improve student achievement, especially through the application of new techniques. Lilia Cifuentes explained that the most motivated teachers are able to overcome a variety of challenges, also consistent with the Teacher Motivation Framework of Analysis described in Section 3. Regarding the consequences of low motivation, Ces Ochoa noted that the main expression of poorly motivated teachers is absenteeism.

Michael Buret and Ochoa described how simple things such as community provision of bicycles or transportation expenses and simply showing interest in teachers' lives can make a significant positive impact on teacher motivation. Other important factors in teacher motivation mentioned by the interviewees included the role of unions, supervisors, bureaucratic emphasis on outcomes versus processes, minimizing political interference, teacher networks and mentoring, training, treating teachers as equal partners, and provision of teachers' basic needs.

5.2 Questionnaire Results

For the questionnaire, the 16 responding COs were broken down into three regions: Latin America (Bolivia, El Salvador, Haiti, and Nicaragua), Africa (Egypt, Ethiopia, Malawi, Mali, Mozambique, and Uganda) and Asia (Afghanistan, Kyrgyzstan, Nepal, Pakistan, the Philippines, and Tajikistan). This section will summarize the results of each part of the questionnaire.

Background Information and Inquiry into Supervisor Training

According to the questionnaire results, SC works overwhelmingly with permanent public school teachers, except in Mali (contract teachers) and Haiti (community/parateachers). Teachers are, on average, younger and less experienced in Africa than in Latin America or Asia. African teachers are also overwhelmingly male, whereas the ratio is about even in Asia and largely female in Latin America. Teachers usually come from the same social class as their students, except in Bolivia, Kyrgyzstan, and Uganda (teachers of lower social class than students) and Mali and Nepal (teachers of higher social class than students).

	All	Latin America	Africa	Asia	N
Average Age	33	37	29	39	14
Average Years of Experience	11	12	7	15	14
Percent Female	50	67	35	55	15

Workload and Challenges

While the average number of weekly hours worked is significantly larger in Asia than in Latin America, there is wide variation within each region, and teachers sometimes must work double shifts, especially in Latin America and Africa. In addition, teachers are also often required to work outside of the classroom: coordinating with parents or communities on PTAs or SMCs, giving extracurricular activities and extra lessons after school, representing the school at community and official functions, and performing administrative government tasks.

	All	Latin America	Africa	Asia	N
Average Hours Worked/Week	35	28	35	39	16
Average Class Size	52	36	69	42	15

In general, *the most challenging* hardship for teachers seems to be large class sizes. Lack of training, remote deployment, and non-native language of instruction were also mentioned once apiece as *the most challenging* hardship. (N = 12) Regarding hardships in general, lack of quality materials is much more of a challenge in Africa and especially Asia than in Latin America. Remote deployment is a significant hardship in Africa and Asia. Poorly performing students is an issue in Latin America and Asia, non-native language of instruction is a problem in Asia, unsupportive communities is a difficulty in Africa, and mixed-ethnicity/multilingual classes a challenge in Asia. Poorly behaved students and HIV/AIDS do not seem to present a major challenge, but are moderate issues in Asia and Africa. (N = 16)

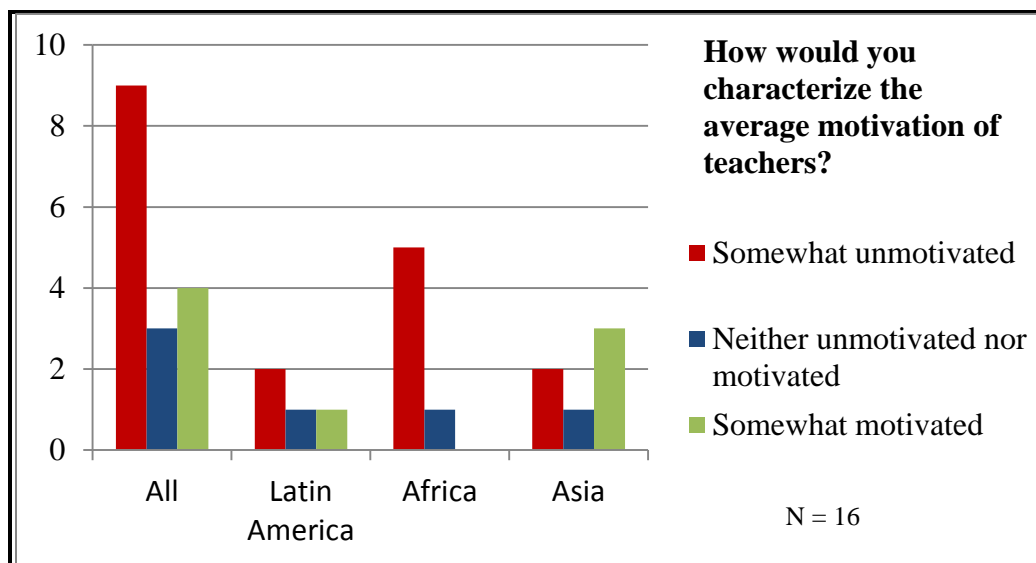
What types of hardship(s), if any, do teachers face? ²	All	Latin America	Africa	Asia
Large class sizes	94%	75%	100%	100%
Lack of quality materials	81%	50%	83%	100%
Remote deployment	69%	50%	83%	67%
Poorly performing students	69%	75%	50%	83%
Multiple shifts	56%	25%	100%	33%
Mixed-grade classes	56%	75%	50%	50%
Other	56%	50%	67%	50%
Non-native language of instruction	50%	25%	50%	67%
Unsupportive communities	50%	25%	67%	50%
Mixed-ethnicity/language classes	38%	0%	33%	67%
Poorly behaved students	31%	25%	17%	50%
HIV/AIDS or other health issues (teacher or students)	25%	0%	50%	17%

² Percentages are the proportion of COs reporting the particular hardship as one that teachers face in their operations.

Asked if teachers generally have sufficient tools and administrative support to discipline students, only Egypt, Pakistan, and Tajikistan responded affirmatively. Finally, teachers appear to be safe where they live and work, except in Pakistan, El Salvador, Nepal, and in some parts of Afghanistan. (N = 16)

Teacher Motivation and CO Operations

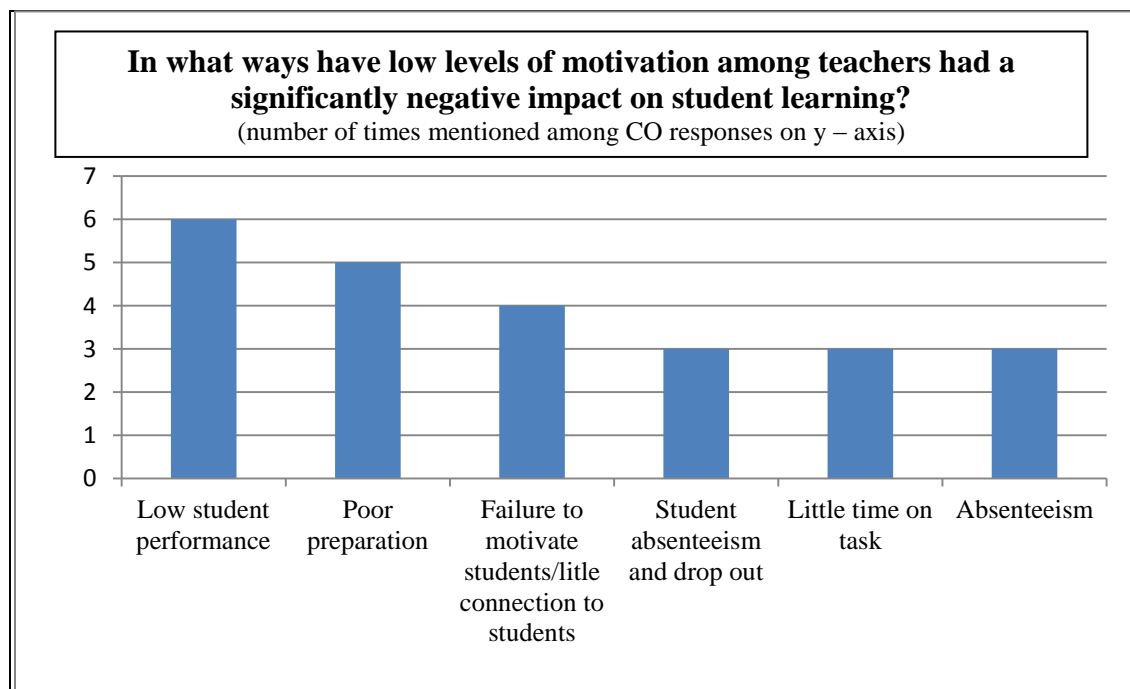
A little over half of COs characterize the average motivation of teachers as ‘somewhat unmotivated.’ Only four COs note that teachers are ‘somewhat motivated’ on average. The problem seems most acute in Africa, with only Uganda answering ‘neither unmotivated nor motivated.’ The problem appears proportionately least severe in Asia, where only two of the six responding offices characterized average motivation as ‘somewhat unmotivated.’



Although unlinked to the previous question, it appears that poor/unsupportive attitude toward students has the greatest correlation to ‘somewhat unmotivated’ teachers, along with lack of preparation and little time on task. Although absenteeism is prevalent in three-fourths of the responding COs, it is less correlated to COs reporting ‘somewhat unmotivated’ teachers. Asian COs seem to generally have the highest levels of unprofessional teacher behavior, while Latin American COs seem to experience relatively less. (N = 16)

What sorts of unprofessional behavior are common among teachers?	All	Latin America	Africa	Asia
Lack of preparation	81%	75%	100%	67%
Absenteeism	75%	75%	83%	67%
Poor/unsupportive attitude toward students	63%	50%	67%	67%
Little time on task	63%	25%	83%	67%
Abusive behavior toward students	56%	50%	67%	50%
Tardiness	50%	50%	33%	67%
Failure to apply training	44%	25%	33%	67%
High rate of attrition/turnover	44%	25%	33%	67%
Secondary Employment	38%	25%	17%	67%
Teaching only strongest students	31%	25%	0%	67%
Other	31%	50%	17%	33%

When explicitly asked about the ways through which low motivation affects student learning, COs pointed to low student performance, poor preparation, and failure to motivate or connect to students as the major impacts.



In terms of the most important sources of intrinsic teacher motivation, overall responding COs identified student achievement, working with children, and administrative encouragement as the most important. In Latin America, working with children was the most important source of intrinsic motivation, followed by student achievement and professional growth. The relative rankings for Africa were professional growth, followed by career advancement and administrative encouragement. In Asia, it was working with children, followed by student achievement and professional growth. (N = 12)

For the the most important factor contributing to low motivation, overall COs identified poor remuneration and incentives first and foremost; followed by workload, conditions, and challenges and then lack of career development opportunities. In Latin America, the relative ranking was remuneration, career development, workload, and lack of recognition; in Africa it was remuneration, followed by career development and lack of supplies; and in Asia it was workload, followed by opaque, rigid policies and/or poor management, then lack of recognition and supplies. (N = 14)

All responding COs had attempted to address low levels of teacher motivation using a number of measures. In the questionnaire, COs were asked to rank the successfulness of the measures they had listed from ‘unsuccessful’ to ‘somewhat successful’ to ‘very successful.’ Among the most successful measures overall were training, peer exchange and mentoring, and providing adequate learning materials. The disaggregated results by region are displayed below³:

LA Motivation Strategies	Very Successful	Somewhat Successful
Training/technical support	2	1
Peer exchange/mentoring	2	
Respect	2	
Recognition/achievement fair/teacher day	1	1
Adequate materials (books, computers, desks, chairs, etc.)	1	
(On site) coaching/supervision		2
Working with/training principals/supervisors to support teachers		2
Talking with teachers		1

Africa Motivation Strategies	Very Successful	Somewhat Successful
Training/technical support	3	2
Giving teachers positions on school councils	2	
Providing adequate materials (books, computers, desks, chairs, etc.)	1	
Training on gender/rights	1	
Peer exchange/mentoring		2
Working with principals/supervisors/ministry to support teachers		2
(On site) coaching/supervision		1
Training on strategic management		1
Training in life skills/extracurricular activities		1
Building community support		1

³ Note: CO responses to the question, ‘In your view, how can Save the Children best improve teacher motivation?’ will be discussed in Section 6.

Asia Motivation Strategies	Very Successful	Somewhat Successful
Training/technical support	4	3
Providing adequate materials (books, computers, desks, chairs, etc.)	3	
(On site) coaching/supervision	2	1
Peer exchange/mentoring	1	1
Working with principals/supervisors to support teachers	1	1
Providing teacher housing	1	1
Talking with teachers	1	
Providing transportation (bicycles)	1	
Providing support to remotely deployed teachers	1	
Giving teachers positions on school councils		2
Community monitoring		1
Reflective teaching/action research		1

Teacher Remuneration and Incentives⁴

According to CO respondents, teachers are generally paid a salary less than could be earned elsewhere with similar qualifications. The flatness of the salary scale appears to vary widely by country. Latin American salaries are degrees of magnitude higher than those in Africa and Asia, with the lowest paid teachers in Egypt, Tajikistan, and Uganda.

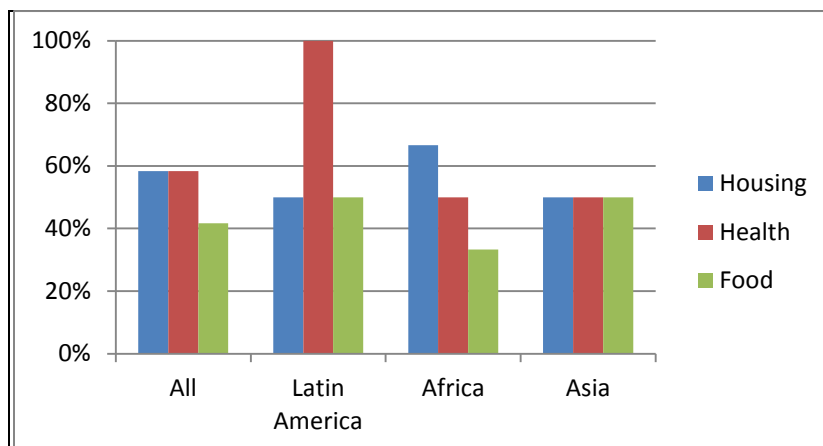
<u>Teacher Salaries</u>	<u>New</u>	<u>Experienced (10 years)</u>	<u>Comparable Job Elsewhere</u>
Bolivia	\$ 1,500	\$ 5,150	\$ 1,300
Haiti	\$ 1,250	\$ 1,500	\$ 3,000
LA	\$ 1,375	\$ 3,325	\$ 2,150
Mali	\$ 162	\$ 194	\$ 162
Uganda	\$ 92	\$ 104	\$ 334
Malawi	\$ 127	\$ 173	
Mozambique	\$ 125	\$ 190	
Ethiopia	\$ 322	\$ 715	
Egypt	\$ 61	\$ 168	
Africa	\$ 148	\$ 257	\$ 248
Afghanistan	\$ 150	\$ 200	
Kyrgyzstan	\$ 106	\$ 150	
Tajikistan	\$ 33	\$ 100	\$ 133
Philippines	\$ 231	\$ 369	\$ 346
Asia	\$ 197	\$ 317	\$ 560

⁴ Note: From this point on, N = 12 unless otherwise mentioned; due to the fact that El Salvador, Nepal, Nicaragua, and Pakistan did not complete the full survey. 'Latin America' from this point on consists of only Bolivia and Haiti.

As for basic needs, only in Egypt and Afghanistan do COs report that teachers' needs are being met – elsewhere, teachers lack primarily housing, health insurance, and food. Health is the most common unmet need in Latin America, but comes second to housing in Africa.

If teachers' basic needs are not being met, which need(s) are not being met?

(percent of country offices giving specified response on the y – axis)



Only in Afghanistan, Ethiopia, and Tajikistan is pay linked to performance. Half of the responding countries lack additional incentives for rural deployment (Haiti, Mali, Ethiopia, Egypt, Kyrgyzstan, and the Philippines). Where there are additional incentives, these usually take the form of an allowance. In general, in addition to salaries teachers also receive trainings and pensions, and sometimes insurance or certain allowances. According to the COs respondents, teachers mostly value trainings, housing, insurance, and transport. Teachers in some Asian countries also value classroom assistants.

Only in Egypt and the Philippines are teachers paid on time, and in general teachers retrieve their salaries from banks, which are sometimes far away from where they live and work. For housing, teachers generally rent in Africa and Haiti, but stay with family or have individual houses in Asia. Overall, teachers enjoy good job security, with exceptions in Bolivia, Ethiopia, Kyrgyzstan, and Uganda.

Recognition and Prestige

According to CO respondents, teachers in Latin America do not feel their profession is respected in society. In Africa this is true of half the countries, and teachers feel their profession is respected most everywhere in Asia.

The government or media do not engage in activities to recognize teachers in Latin America, but generally do in Asia (except Afghanistan) and in Africa (except in Ethiopia and Uganda). These activities include teacher day celebrations and speeches in Africa and contests, social media, and television recognition in Asia.

Save the Children staff give rewards or formal recognition of teacher accomplishments or hard work in all responding COs except Afghanistan, Haiti, Malawi, and the Philippines. Where this recognition

exists, it usually takes the form of awards, certificates, and teacher professional exchange visits. Tajikistan and Mozambique in particular have various innovative approaches to teacher recognition through gifts such as bicycles, visual aids and stationary, and T-shirts with messages appealing for more cooperation between teachers and the community or appealing for greater teacher commitment on the job.

Most African COs, along with Bolivia and Afghanistan, identified recognition of high-performing individual teachers as the recognition activity that teachers would value most. Egypt, Haiti, and Tajikistan pointed to a public holiday or celebration in recognition of teachers; and Kyrgyzstan, the Philippines, and Uganda to a public education campaign on behalf of teachers.

Teachers everywhere have a good relationship with the community in which they teach. The community usually provides monetary or non-monetary contribution to teachers in some African and Asian countries. In Africa this consists of housing, food, and sometimes stipends (and usually only in the case of volunteer or unpaid teachers). In Asia, there is compulsory co-financing by communities in Kyrgyzstan and provision of food and materials in the Philippines.

As indicated by CO respondents, most communities would be willing to make a contribution to teachers. Latin American communities are more likely to be willing to contribute money, African communities cleaning and security, and Asian communities classroom assistants. Finally, regarding the effects of parateachers on the motivation of formal teachers, the former is widespread in all responding countries except Bolivia, Kyrgyzstan, and Tajikistan.

Accountability

Teachers are usually inspected once per term, but this rate also varies from very frequently in Ethiopia and Tajikistan to rarely in Afghanistan and Haiti. These visits focus primarily on inspection in half of the responding countries (Bolivia, Ethiopia, Haiti, the Philippines, Tajikistan, and Uganda), and on a mix of inspection and support in the other half.

It is difficult or very difficult to sanction teachers for poor performance in Latin America, Malawi, Mali, and the Philippines. Elsewhere, it is either somewhat or very easy. The community plays a formal role in holding teachers accountable in Africa, Afghanistan, and Kyrgyzstan. This occurs through SMCs in Africa and PTAs in Asia.

Career Development

Teachers either require 10-14 years of study or a Bachelor's degree to enter the profession, with higher requirements in Latin America and Asia and lower requirements in Africa. Teachers are not generally recruited from lower-achieving ranks of students, except in Afghanistan, Ethiopia, Haiti, Malawi, and Uganda.

Teachers normally receive INSET annually or every 2-5 years, but frequency ranges from twice per year in Bolivia, Egypt, and Mozambique to rarely or never in Ethiopia and Mali. Training seems to work best for training teachers in pedagogy, slightly worse for training teachers in assessing student outcomes, and poorest for training teachers how to manage classroom challenges such as large class sizes.

School culture or school resource limitations prevent teachers from applying their training in most of Africa and Asia, but not in Latin America. These limitations include large class sizes, lack of finances and material, and overcrowded curriculum.

According to CO respondents, most teachers are confident in their ability to perform their job well. Only in Ethiopia, Kyrgyzstan, Malawi, and Mozambique are teachers ‘somewhat unconfident’ in their abilities. CO respondents indicate that teachers would not like to stay teachers in the future except in Kyrgyzstan, Mozambique, and the Philippines. They aspire to work in education administration in Bolivia, Egypt, and Uganda. Elsewhere, teachers would like to work in another sector.

Teachers face some opportunities for promotion, but with difficulty, in nearly all responding countries. If not already civil servants, teachers generally have the opportunity to join the civil service in most all responding countries. Parateachers or unqualified teachers generally have the opportunity to receive qualification as full teachers in Africa, Afghanistan, and Kyrgyzstan, but not in Latin America, the Philippines, or Tajikistan.

Teachers only sometimes have the opportunity to socialize, network, and exchange ideas with other teachers. These opportunities are infrequent in Haiti, Malawi, and the Philippines and almost nonexistent in Ethiopia. In all responding countries except Bolivia, Mozambique, and the Philippines, teachers have the opportunity to become formal mentors to other teachers.

Institutional Environment

The recruitment, deployment, and promotion of teachers is not generally transparent and is usually influenced by politics in half the responding countries. Policies teachers face are unclear or frequently changing in almost all responding countries.

Teachers generally have good relations with headmasters, although headmasters are not well prepared for taking leadership and motivating teachers under difficult conditions. Teachers universally have good relations with other teachers.

No teacher code of conduct exists in Latin America, Afghanistan, Egypt, Ethiopia, or Tajikistan. In terms of how constrained or independent teachers are in choosing how to perform their classroom duties, teachers in most responding countries enjoy a degree of autonomy (with exceptions of Afghanistan, Mali, and Mozambique). CO respondents claim that African teachers commonly desire more independence in how they choose to perform their classroom duties, with no clear trend in Asia and satisfaction with the status quo in Latin America.

Voice

The most common areas of decision-making that incorporate teacher input and feedback are SC project design and implementation, INSET, and school management. Teachers generally do not feel their voices are heard, except in Egypt and Kyrgyzstan (with internal variation in Afghanistan and Tajikistan).

Teacher input and feedback is incorporated into Save the Children project design and implementation mostly during supervision and reviews, with innovative action research initiatives in Kyrgyzstan and Tajikistan. Other avenues include teacher mentors and SC advocacy on behalf of teachers with the

ministry. Teacher input and feedback is incorporated into the education system as a whole mostly through meetings with supervisors and PTAs, through focus groups during monitoring and evaluation, and through unions.

Learning Materials and Facilities

Nowhere except Egypt do teachers have the teaching and learning materials necessary to do their job. The most common deficiencies are books in Latin America; chalk, books, manuals, and teaching aids in Africa; and books, stationary, technical equipment, teaching aids, and manuals in Asia.

Only in Bolivia and Egypt do teachers teach in a school environment with adequate physical infrastructure and facilities. The most common deficiencies are classrooms and furniture in Latin America; classrooms, chalkboards, hygienic facilities, desks, chairs, and libraries and labs in Africa; and classrooms, disabled access facilities, hygienic facilities, and libraries and labs in Asia.

5.3 Overall and Country-Specific Analysis of Questionnaire

This report will discuss two ways of analyzing the situation of teacher motivation in SC country offices using the sample of 12 COs responding to the full questionnaire. First, an overall picture of teacher motivation using Maslow's hierarchy of needs indicates that the lower-level needs of safety and belongingness are largely being met, and thus are not potential areas for improvement. However, in nearly all responding countries, physiological (or basic) needs are going unfulfilled. Any overarching strategy to address issues of teacher motivation in SC countries of operation should take this into strong consideration. It also appears that the professional esteem of teachers in half of the responding countries may be frail or under threat, another important consideration. Teachers in two-thirds of responding countries are reported to be confident, and this strength should be exploited where confidence is high and supported where it is weak in order to improve motivation.

Overall Analysis: Which of Maslow's Needs are being Met?⁵

Country	Physiological	Safety	Belongingness ⁶	Self-Esteem	Self-Actualization
Bolivia	No	Yes	No	No	Confident
Haiti	No	Yes	Yes	No	Confident
Sahel/Mali	No	Yes	Yes	Yes	Confident
Uganda	No	Yes	Yes	Yes	Confident
Malawi	No	Yes	No	No	Unconfident
Mozambique	No	Yes	Yes	No	Unconfident
Ethiopia	No	Yes	Yes	No	Unconfident
Egypt	Yes	Yes	Yes	Yes	Confident
Afghanistan	Yes	Varies	Varies	Yes	Confident
Kyrgyzstan	No	Yes	Yes	No	Unconfident
Tajikistan	No	Yes	Yes	Yes	Confident
Philippines	No	Yes	Yes	Yes	Confident

The second lens of analysis is country-specific. As a preliminary step toward a more rigorous situation analysis in particular SC countries of operation, this report attempts to summarize the threats to teacher motivation with a Situation Analysis Country Scorecard (see below or Appendix F for an enhanced scorecard). The purpose of this scorecard is to give a very general idea of how each of the eight categories of the Teacher Motivation Framework of Analysis either support or threaten teacher motivation in each country.

The Situation Analysis Country Scorecard is compiled using the questionnaire responses from all 16 responding COs. For each category of the Teacher Motivation Framework of Analysis (i.e., *Remuneration and Incentives*, *Career Development*, *Voice*, etc.), the percentage of questions answered with a response supportive of teacher motivation is calculated. For example, consider the questionnaire question, 'Are there any school culture or school resource limitations that prevent teachers from applying their training?' If the CO replied 'no,' a value of one is assigned to that question. If the CO replied 'yes,' a value of zero is assigned. For each section, the number of points is added up and divided by the number of points possible to arrive at the percentage of questions answered with a response supportive of teacher motivation.

In Haiti, for instance, only 14% of questions in the *Recognition and Prestige* section were answered in a way supportive of teacher motivation. Because this percentage is under 50% (an admittedly arbitrary threshold), this figure is highlighted in red on the country scorecard to indicate a potential threat to teacher motivation arising from the category of *Recognition and Prestige*.

⁵ Questionnaire proxy questions for each level of needs include: Physiological - Are teachers' basic needs (food, housing, health) generally being met?; Safety - Are teachers generally safe where they live and work?; Belongingness - Do teachers generally have good relations with the headmaster?; Self-Esteem - Do you believe teachers generally feel their profession is respected in society?; and Self-Actualization - How confident are teachers in their ability to perform their job well?

⁶ For Belongingness, there was no variation in responses to the questions 'Do teachers generally have a good relationship with the community they teach in?' and 'Do teachers generally have good relations with other teachers?' (both questions were answered affirmatively by all responding COs. Thus, the question 'Do teachers generally have good relations with the headmaster?' was used to demonstrate the little variation that exists with regard to teachers' relationships with others.

When calculating the percentages, each of the relevant questions in the questionnaire are weighted equally within each section, and this may be adjusted in the future as the scorecard is refined. Other potential adjustments to the scorecard include: adding other relevant questions, deleting existing irrelevant questions, or changing the way more complex questions are scored (i.e. ‘About how much is the salary for a new teacher?’). These tasks can be accomplished by working with the ‘Scorecard’ tab of the ‘Teacher Motivation Country Office Questionnaire Results’ spreadsheet.⁷

Country-Specific Analysis: Situation Analysis Country Scorecard

Country ⁸	Workload	Remuneration	Recognition	Accountability	Career Development	Institutional Environment	Voice	Resources
El Salvador	38%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Nicaragua	69%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Bolivia	69%	42%	57%	50%	50%	44%	50%	50%
Haiti	63%	25%	14%	25%	50%	56%	38%	0%
Sahel/Mali	44%	42%	86%	50%	58%	33%	50%	0%
Uganda	13%	33%	71%	50%	58%	56%	13%	0%
Malawi	50%	33%	57%	100%	33%	44%	38%	0%
Mozambique	44%	50%	57%	100%	50%	67%	25%	0%
Ethiopia	25%	33%	29%	25%	33%	56%	38%	0%
Egypt	63%	58%	57%	75%	92%	67%	50%	100%
Afghanistan	50%	42%	43%	25%	42%	56%	25%	0%
Pakistan	31%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Kyrgyzstan	56%	25%	86%	75%	67%	56%	50%	0%
Tajikistan	69%	42%	86%	25%	58%	78%	50%	50%
Nepal	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Philippines	13%	50%	57%	50%	25%	33%	75%	0%

The Situation Analysis Country Scorecard gives a general idea of which categories of the Teacher Motivation Framework of Analysis contain the largest threats to teacher motivation within a specific country. Once a threat has been potentially identified using this scorecard, a more in-depth investigation into the reality and nuances of that threat should be conducted. This should include referencing the raw data from the questionnaires in the ‘Teacher Motivation Country Office Questionnaire Results’ spreadsheet.

In most cases, multiple threats to teacher motivation are identified within a given country, such as the *Workload*, *Career Development*, *Institutional Environment*, and *Resources* categories for the Philippines. In this case, the Teacher Motivation Framework of Analysis suggests two approaches for improving motivation. First, the category of *Workload* should be made as commensurate as possible with the remaining seven supports; meaning that either *Workload* should be decreased, one or more of the supports should be increased, or ideally both. Second, when attempting to increase supports, those supports that are largely intrinsic (in blue type) have the largest potential impact on teacher motivation, which is to say that the intrinsic supports generally produce the larger returns on investments than the

⁷ To reference how each question is scored, see the ‘Scorecard’ tab of the ‘Teacher Motivation Country Office Questionnaire Results’ spreadsheet.

⁸ Because El Salvador, Nicaragua, Pakistan, and Nepal only answered the first three sections of the questionnaire (which contained the category of *Workload and Challenges*), no information is available to calculate the rest of the scorecard for these countries.

extrinsic supports. However, because extrinsic supports (such as basic needs) can sometimes serve as the foundation upon which intrinsic supports are built, attention should also be given to ensure a balance between extrinsic and intrinsic supports.

Once threats to teacher motivation are identified and verified by additional investigation, solutions must be sought to either decrease workload or increase one or more of the seven supports. The next section presents a list of potential strategies for addressing each of the eight categories of the Teacher Motivation Framework of Analysis.

6. Recommendations

“The relative attractiveness of teaching depends on the notion of relative ‘total compensation’ - a comparison of all rewards stemming from teaching, extrinsic and intrinsic, with the rewards of other possible activities that could be pursued.” (Guarino, Santibanez and Daley 2006)

This section lists various specific strategies for improving teacher motivation, broken down into the eight categories from the Teacher Motivation Framework of Analysis. These strategies are taken both from the literature as well as recommendations from SC COs. Where the strategies have been tested, the degree of success is mentioned with an underlined note.

First, some brief commentary on extrinsic versus intrinsic sources of motivation. As has been mentioned previously in this report, empirical evidence and expert opinion suggest that while extrinsic factors such as pay are important, they are only the foundation from which teachers derive much greater motivation through intrinsic factors. A VSO report on teacher motivation finds that “non-remuneration and administrative issues are almost as important as the actual level of remuneration teachers receive. Improving teachers’ motivation, therefore, may not be as difficult or expensive as it may seem.” (What Makes Teachers Tick?: A policy research report on teachers' motivation in developing countries 2002) Others contend that pay by itself is unlikely to motivate teachers, but is nevertheless an important matter in the context of developing countries (Oluoch n.d.). Many sources recommend involving the community in non-monetary compensation, in order to both improve the community perception of teachers as well as to motivate teachers. (INEE Guidance Notes on Teacher Compensation in Fragile States, Situations of Displacement and Post-Crisis Recovery 2009)

Finally, one last overarching theme for crafting strategies to improve teacher motivation is that conventional wisdom often does not hold under scientific scrutiny. In Brazil and Africa, the long-accepted mechanisms for improving quality of education (reducing class sizes, increasing teacher initial qualifications, more of the same INSET, and increasing salaries) show mixed or dismal results for changing teacher attitudes and improving student learning. Instead, many sources recommend merit awards and creative non-monetary incentives such as increased opportunities for professional development, enhanced resources and physical conditions of the school, and symbolic rewards. (Brazil: Teachers Development and Incentives: A Strategic Framework. 2000; Michaelowa 2002)

6.1 Workload and Challenges

- Ensure teachers are not overburdened.
- Provide support to remotely deployed teachers; such as bicycles, mobilizing the community to provide housing, ensuring access to resource centers and training, etc. (reported very successful by SC COs) .
- Provide training on large class size management, active learning, and student assessment (reported very successful or somewhat successful by SC COs).
- Reduce non-school duties of teachers.
- Mobilize the community to provide classroom assistants (primarily for classroom management, translation, etc.).

6.2 Remuneration and Incentives (largely extrinsic)

Salary and Compensation

- Promote social enterprise initiatives in schools (Literacy, Language, and Learning - Early Literacy and Numeracy Initiative 2011).
- Promote microfinance solidarity groups (Literacy, Language, and Learning - Early Literacy and Numeracy Initiative 2011).
- Advocate for higher teacher salaries. UNESCO (2006) recommends an appropriate and sustainable target for teacher salaries of 3.5 times GDP per capita.
- Encourage the community to contribute to teacher salaries. While not universal in Sub-Saharan Africa, community contribution to teachers is already common in Lesotho, Kenya, South Africa, Namibia, and Uganda (Bonnet 2007).
- Mobilize the community to provide non-monetary community contributions such as childcare, labor, security, cleaning, cooking, and classroom assistance.

Incentives

- Encourage women, people with disabilities and minorities to enter or remain in the teaching profession, by providing appropriate incentives and allowances (Mpokosa and Ndaruhutse 2008).
- Provide bonuses for improved teacher attendance and student learning. Research suggests that monetary rewards are the strongest incentive for teachers in Africa, especially salary increases or performance based awards. Action research also finds that collaborative work among teachers is a successful criterion for such awards, and that monetary incentives are more effective when awarded to teaching teams versus individual teachers. These awards should avoid as much as possible rewarding bad teachers within the team, and should ensure that the award is fair and transparent (Teacher Motivation and Training (TMT) in Benin 2009).
 - A successful award program in Chile demonstrated that schemes require competitively rewarding the highest performing schools with the best teachers. This resulted in improved lesson preparation, classroom instruction, attitude, effort, attendance, and student learning. (Teacher Motivation and Training (TMT) in Benin 2009).
 - However; looking at El Salvador, Honduras, and Nicaragua; Umansky and Vegas (2007) warn that performance pay may not work everywhere. They note that effective incentives are those that: 1) encourage skilled people to become teachers, 2) encourage

- good teachers to continue teaching, 3) reallocate talented teachers to needy schools, 4) continuously support good teaching.
 - Willams and Alvarez (2000) also caution that performance pay can be politically difficult to sustain over time.
- Advocate for district-wide performance incentives such as those successfully used in Rwanda's health sector performance-based financing (Literacy, Language, and Learning - Early Literacy and Numeracy Initiative 2011)

Basic Needs

- Provide housing and amenities, especially for remotely-deployed teachers.
 - “In the short term, the provision of good quality housing with running water and electricity for teachers is probably the most cost-effective way of attracting and retaining teachers at hard-to-staff rural schools.” (Bennell and Akyeampong 2007)
- Encourage community self-help projects to make housing more available (Urwick, Mapuru and Nkhobotin 2005) (reported very successful by SC COs).
- Mobilize the community to help provide school-based meals and income generating activities.
- Provide teachers with microfinance products such as health insurance, housing credit, or small income-generating credit.

6.3 Recognition and Prestige (largely intrinsic)

Individual

- Recognize and reward specific behaviors such as leadership and teamwork.
- Hold a ‘best teacher’ competition.
- Treat teachers as equal partners and professionals and promote a professional environment in the school through codes of conduct, etc.
- Spend time talking with teachers to listen to their thoughts, aspirations, and complaints.
- Give merit-based awards.
 - In Benin, the International Foundation for Education and Self-Help (IFESH) used merit-based rewards for its INSET program. The awards included trips for training in the United States and Senegal, electronic equipment, and being published in the “best teacher” section of the Pedagogical Exchange Journal (BEP – an IFESH quarterly publication). The annual IFESH awards reportedly improved teacher performance (Teacher Motivation and Training (TMT) in Benin 2009).
 - SC COs Mozambique and Tajikistan recognize high-performing teachers through gifts such as bicycles, visual aids and stationary, and T-shirts with messages appealing for more cooperation between teachers and the community or appealing for greater teacher commitment on the job.

Societal

- Hold teacher achievement fairs or community recognition activities (reported very successful by most SC COs; although reported unsuccessful by Haiti).
- Train teachers to be defenders of gender awareness and rights (reported very successful by SC COs).

- Train teachers in professional ethics and school legislation (reported somewhat successful by SC COs).
- Promote increased community and civil society involvement in education overall and in specific areas such as gender awareness (Listening to Teachers: The Motivation and Morale of Education Workers in Mozambique n.d.).
- Create a 'Save the Children' brand of teacher with prescribed benefits such as access to teacher training, mentoring from experts, etc.
- Conduct a public education campaign on the importance of teachers in society.
- Give an aptitude test before hiring teachers.

6.4 Accountability (largely extrinsic)

- Revitalize and empower SMCs (Javaid 2009).
- Promote community monitoring of teachers through mechanisms such as having students photograph teachers for attendance, having parents and students submit teacher report cards, etc. (report cards reported somewhat successful by SC COs).
- Train supervisors in the same techniques and material that teachers are learning.
- Measure teacher performance through a combination of objective assessment (such as test scores) with more subjective assessment (such as classroom observation) (Kortez 2002).
- Train supervisors to fulfill a supportive role as well as an inspecting role.
- Train supervisors and communities to use a range of tools to hold teachers accountable; combining objective tools such as test scores with subjective or qualitative tools such as classroom observation and stakeholder satisfaction.
- Complement tighter accountability measures with measures to reduce teacher workload, such as smaller class sizes (Duflo, Dupas and Kremer 2007).

6.5 Career Development (largely intrinsic)

Training

- Ensure that pre-service training is at least one year long and coupled with sufficient quality INSET (Mpokosa and Ndaruhutse 2008).
- Continue to offer and improve the quality of INSET.
 - INSET is associated with reduced absenteeism (Opportunity to Learn: A High-Impact Strategy for Improving Educational Outcomes in Developing Countries n.d.)
- Incorporate life skills and extracurricular activities into teacher training (reported somewhat successful by SC COs) – potentially through HEART.
- Incorporate leadership, management, and other skills into teacher training to promote career development among teachers (reported somewhat successful by SC COs).
- Incorporate performance evaluation techniques into teacher training so teachers can grow on the job.
 - USAID recommends training teachers in “continuous assessment processes that enable and motivate teachers to assess children on an ongoing basis and use that information to adjust their teaching practices to suit the identified learning needs.” (Literacy, Language, and Learning - Early Literacy and Numeracy Initiative 2011)
- Coach teachers through on-site training (reported somewhat successful by SC COs).

- Facilitate reflective teaching and action research among teachers to identify challenges and solutions (reported to be in process but promising by Mozambique).
- Train teachers in new methods, such as active learning, that do not require additional resources but effectively demonstrate improved student achievement.

Career Advancement

- Provide teachers with career development courses and assistance with career development plans.
- Where parateachers are necessary in remote areas, ensure that they have adequate INSET and are able to qualify as regular teachers in the longer-term (Mpokosa and Ndaruhutse 2008).
- Provide merit-based scholarships so teachers can upgrade their credentials (Oluoch n.d.)
 - In Guinea, teachers have been encouraged to take more responsibility for their own professional development, by providing them access training resources through a competitive grant scheme (Bennell and Akyeampong 2007).
- Ensure teachers have opportunities to upgrade their qualifications within the education system, since avenues outside the system may increase absenteeism and decrease motivation
- Advocate for or provide diversified and attractive career structures with regular and transparent promotion.
 - Fanfani (2004) recommends “redefining the division of teaching work, distinguishing functions and responsibilities by degree of complexity,” by allowing teachers to specialize in tutoring other teachers, evaluating other teachers, assisting with school management, etc.
- Advocate for or provide accelerated promotion or preferential access to qualification upgrading opportunities for remotely deployed teachers or those in other hardship posts (Urwick, Mapuru and Nkhobotin 2005).

Peer Exchange

- Facilitate peer exchange networks and mentoring between teachers (reported very successful by SC COs).
- Create a furnished staff room for teachers to hold staff meetings, work together, and socialize (Fanfani 2004).

6.6 Institutional Environment (largely extrinsic)

Teacher Management

- Provide headmasters with high-quality training in school management and leadership.
 - A VSO study of 13 countries finds that the role of headmasters is critical for enhancing teacher motivation and improving student learning outcomes (Mpokosa and Ndaruhutse 2008).
 - “Effective management training programs for head teachers can... lead to noticeable improvements in teacher behavior and performance.” (Bennell and Akyeampong 2007).
- Advocate for or ensure that the recruitment, deployment, and promotion of teachers is transparent and fair.

- Advocate for or ensure that teachers remain at their posts long enough to cultivate a stake in the outcomes of their teaching.
- Prohibit discrimination against female, disabled, or other marginalized teachers through the utilization of guidelines, codes of ethics, and monitoring and evaluation systems (Mpokosa and Ndaruhutse 2008).
- Advocate for or ensure greater headmaster financial and administrative power vis-à-vis teachers, in tandem with provision of high-quality management training for headmasters.

Professional Autonomy

- If teacher qualifications, experience, and school environment allow, advocate for or provide teachers with greater autonomy in classroom pedagogy.
- Facilitate a more collaborative form of inspection (Urwick et. al. 2005).

6.7 Voice (largely intrinsic)

School Decision-Making

- Train teachers in strategic management so they can play a larger role in school-level decision-making (reported somewhat successful by SC COs).
- Facilitate quality circles among teachers.
- Facilitate school-based management to allow teachers more input into school-level decisions.
 - This can motivate teachers to improve their performance and effectiveness in teaching (Bruns, Filmer and Patrinos 2011).
 - However, Umansky and Vegas (2007) warn that school-based management has shown mixed results in El Salvador, Honduras, and Nicaragua
- Encourage active participation and involvement of teachers and headmasters in decision-making with clearly defined roles and responsibilities (Mpokosa and Ndaruhutse 2008).

Education Policy Decision-Making

- Advocate on behalf of teachers with ministries of education and ministries of finance.
 - VSO Nepal's national advocacy campaign enhanced pre-school education and textbook delivery in rural areas. It also led to the provision of new life insurance for teachers and an increase in the numbers of female, disabled and minority teachers and headmasters (Mpokosa and Ndaruhutse 2008).
- Improve communications throughout the education system so that actors at all levels are aware of education policy, understand their role in implementing it and can make their views heard.
- Create consultation mechanisms in cooperation with civil society (Listening to Teachers: The Motivation and Morale of Education Workers in Mozambique n.d.).
- Engage in capacity building of trade unions to help them develop well-informed positions in educational issues and debates.
- Work with marginalized teachers, such as females and those with HIV/AIDS, to build their capacity and voice (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.).

6.8 Learning Materials and Facilities (largely extrinsic)

- Mobilize the community to contribute materials and improve facilities.
- Ensure adequate hygienic facilities in the school, especially for women.
- Prioritize the provision of adequate textbooks to increase teacher job satisfaction and student learning outcomes (Michaelowa 2002).
- Advocate for more funding for libraries and resources (How Much is a Good Teacher Worth? A Report on the Motivation and Morale of Teachers in Ethiopia n.d.).
- Invest in upgrading infrastructure, equipment, and materials; involving the community in the process (Listening to Teachers: The Motivation and Morale of Education Workers in Mozambique n.d.).
- Provide merit-based learning materials awards for high-performing teachers.
 - CARE has implemented successful programs in which teachers who fulfilled results-based criteria were given ceremonies in schools and rewarded with books and other materials (Teacher Motivation and Training (TMT) in Benin 2009).

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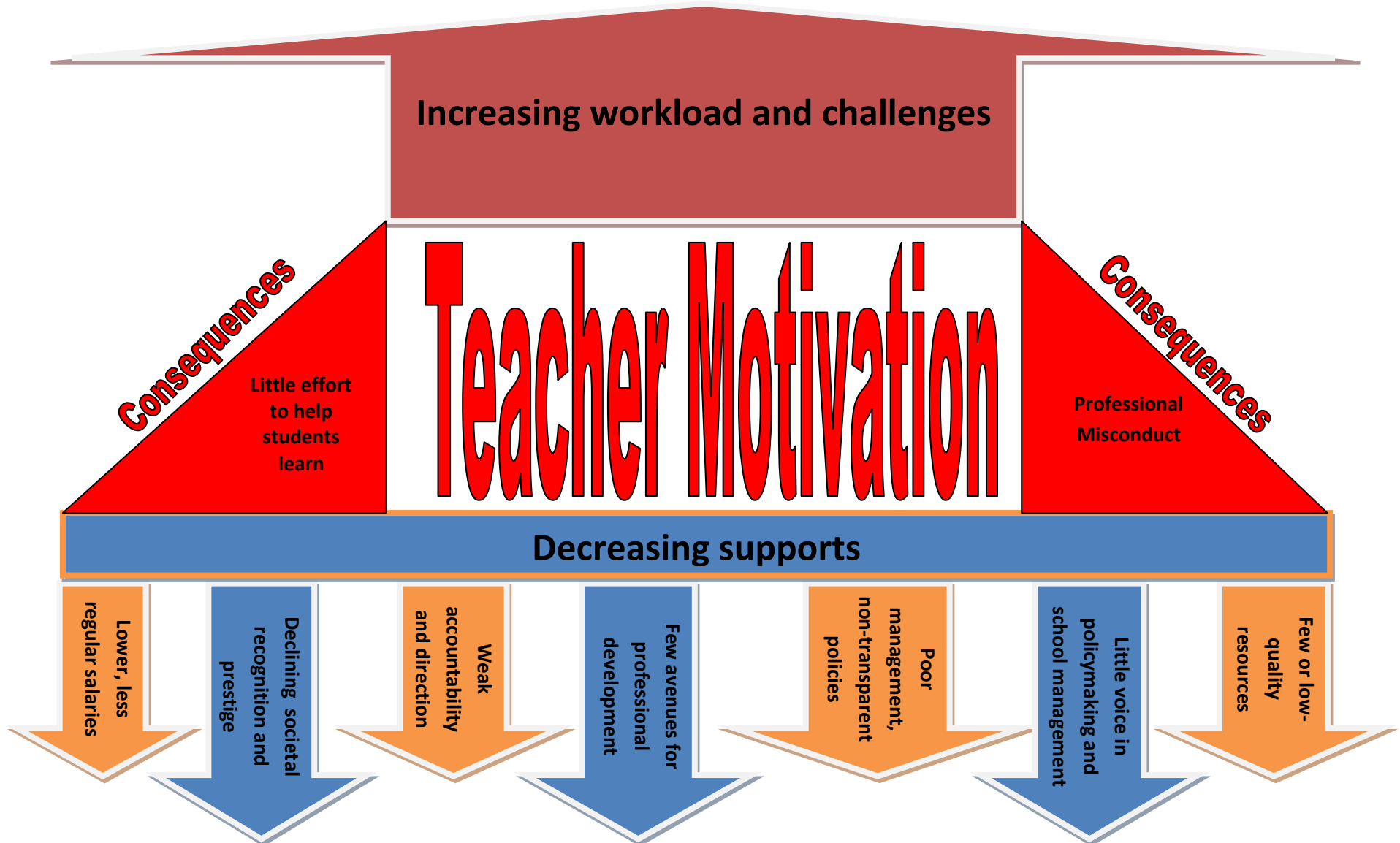
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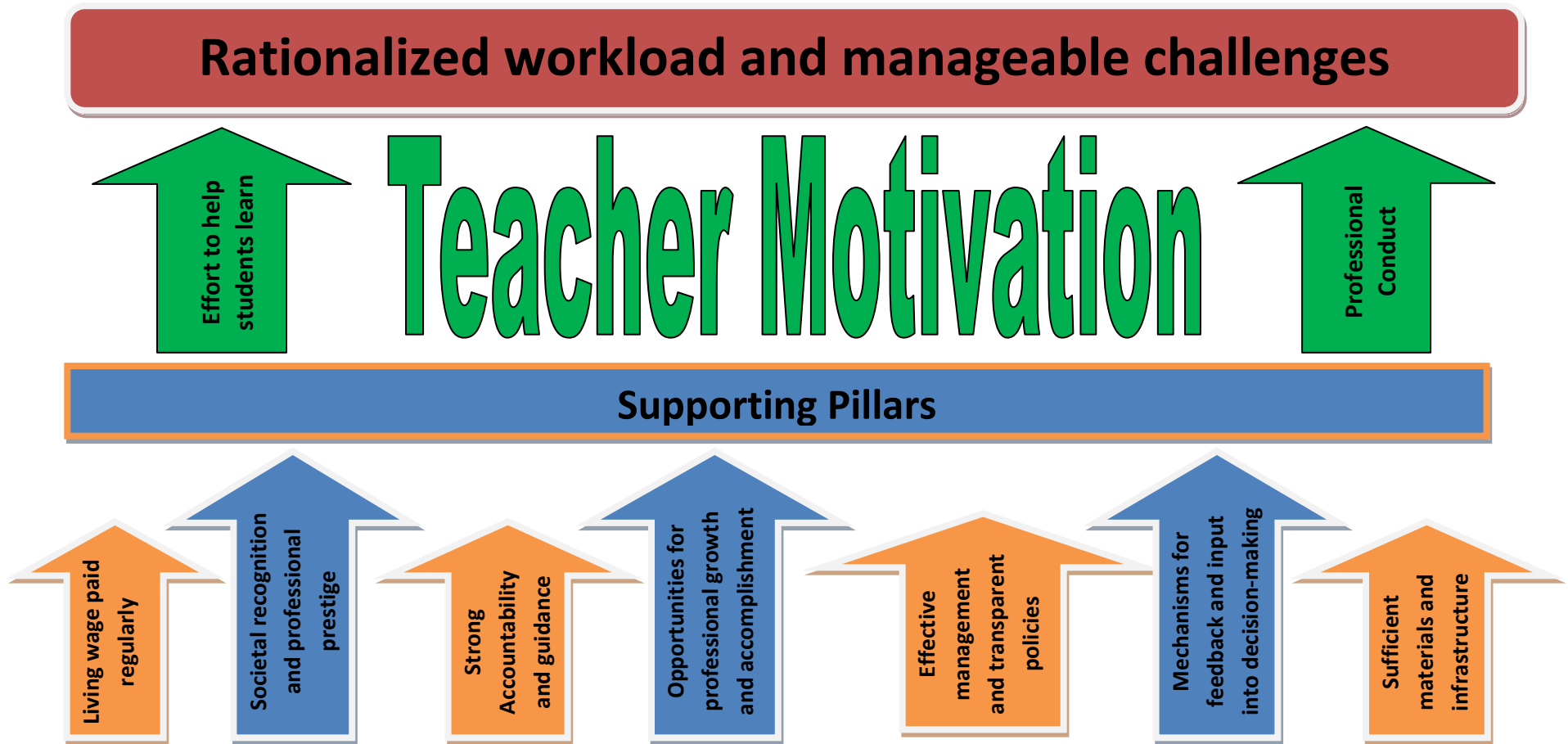
Stretching Teacher Motivation Thin:

In many countries, teacher motivation is being stretched thin as workloads and classroom challenges rise (largely, but not entirely, due to EFA's emphasis on expanding access) while motivational supports fall from underneath or remain stagnant. The orange arrows represent largely extrinsic components of teacher motivation, or those sources of motivation external to the teacher. The blue arrows represent largely intrinsic components, or those sources of motivation internal to the teacher (and thus more important for sustaining motivation and focusing energy on student achievement).



Supporting Teacher Motivation:

Teacher motivation need not be stretched thin. To support teacher motivation, and thus teacher pedagogical effort and professional conduct, two dimensions much be addressed. First, teacher workloads and challenges must be made reasonable. Second, teachers much have the supporting pillars of adequate pay, recognition, accountability, career development, institutional environment, voice, and materials. The orange arrows represent largely extrinsic components of teacher motivation, or those sources of motivation external to the teacher. The blue arrows represent largely intrinsic components, sources internal to the teacher (and thus more important for sustaining motivation and focusing energy on student achievement).



Country Office Questionnaire on Teacher Motivation

Country Office: _____

Framework

A review of literature on teacher motivation in developing countries indicates decreasing levels of motivation, resulting in lower quality of education. This decrease in motivation is caused by eight major factors:

1) Increasing workloads and demands on teachers make their job more challenging, but the seven motivational supports they need are decreasing or stagnant:

- 2) Teacher salaries are generally low and irregularly paid
- 3) Social respect for teachers has fallen
- 4) Teachers face weak accountability with little support
- 5) Teaching is often a second-choice job with few opportunities for professional development
- 6) Teachers face unclear and constantly changing policies as well as poor management
- 7) Teachers rarely have an opportunity for input into school management and ministry policy
- 8) Teachers have few or poor learning materials and poor physical facilities

Instructions: Thank you for your participation in the survey! Most questions are yes/no or ask you to choose from a number of options. The survey should take between 35-45 minutes. All questions concern the teachers that Save the Children most often works with, unless otherwise noted. If appropriate, questions may be answered by referencing and emailing a relevant document to jguajardo@savechildren.org. If you do not know the answer, please leave the question unanswered. The most important parts of this survey are sections 1, 2, and 3. If you are unable to complete the entire survey, please at least complete these three sections. However, your complete response is greatly appreciated and will help Save the Children to better understand and address teacher motivation in our projects!

Outline: Section 1 of this survey gathers background information on the types of teachers your CO works with. Section 2 concerns the workload and challenges teachers face, and Section 3 considers teacher motivation issues as they relate to your CO operations. Sections 4-10 are for situation analysis, corresponding to the seven motivational supports listed above, to assess potential causes of low motivation among teachers in your operations.

1. Background Information and Inquiry into Supervisor Training

1.1a What type of teachers does your office work with most often? (select one)

Permanent Public School Teachers

Contract Teachers

Private School Teachers

Volunteer Teachers

Community School Teachers/Parateachers

Other: _____

Appendix C: Country Office Questionnaire on Teacher Motivation

1.1b What other types of teachers does your office work with? (select all that apply)

Permanent Public School Teachers

Contract Teachers

Private School Teachers

Volunteer Teachers

Community School Teachers/Parateachers

Other: _____

(from this point on, please answer questions for the type of teachers your office works with most often)

1.2 About what is the average age of teachers? _____ years old

1.3 About how many years of experience does the average teacher have? _____ years

1.4 About what percentage of teachers are female? _____%

1.5 Do teachers generally come from a higher or lower social class than the students they teach? (select one)

Higher

Equal

Lower

1.6a Does your CO take measures to ensure supervisors of teachers receive training (beyond invitations to teacher trainings)? Y/N

1.6b If so, are supervisors trained in knowledge and skills specific to their roles as supervisors? Y/N

1.7 Does your office have research on or training materials for supervisors which can be shared? Y/N

1.8 Would your office be willing to participate in a pilot supervisor community program? Y/N

2. Workload and Challenges

Expanding access to education for all increases the workload and challenges faced by teachers, as schools expand to rural areas and to minorities speaking different languages. Education for all, as well as population growth, mean that larger numbers of students require large class sizes, multiple teaching shifts, or multiple grade levels within a single class.

2.1 About how many hours do teachers work per week? _____

2.2 What is the average class size? _____

2.3 What duties other than lesson preparation, teaching, and student assessment are required of teachers?

2.4 What types of hardship(s), if any, do teachers face? (select all that apply)

Appendix C: Country Office Questionnaire on Teacher Motivation

Remote deployment
Multiple shifts
Large class sizes
Mixed-grade classes
Mixed-ethnicity/language classes
Non-native language of instruction
Poorly behaved students
Poorly performing students
Unsupportive communities
Lack of quality materials
HIV/AIDS or other health issues (teacher or students)
Other: _____

2.5 In your view, what type of hardship is the most challenging for teachers? (select one)

Remote deployment
Multiple shifts
Large class sizes
Mixed-grade classes
Mixed-ethnicity/language classes
Non-native language of instruction
Poorly behaved students
Poorly performing students
Unsupportive communities
Lack of quality materials
HIV/AIDS or other health issues (teacher or students)
Other: _____

2.6 Do teachers generally have sufficient tools and administrative support to discipline students? Y/N

2.7 Are teachers generally safe where they live and work? Y/N

3. Teacher Motivation and Your Country Office Operations

3.1 How would you characterize the average motivation of teachers? (select one)

Highly unmotivated
Somewhat unmotivated
Neither unmotivated nor motivated
Somewhat motivated
Highly motivated

3.2a Does a particular sub-group of teachers (male/female, experienced/inexperienced, parateachers/permanent teachers) exhibit particularly low levels of motivation? Y/N

3.2b If so, which sub-group? _____

Appendix C: Country Office Questionnaire on Teacher Motivation

3.3 In your view, how important are the following sources of intrinsic, or internal, motivation for teachers? (rank from 1 [most important] to 7 [least important])

- ___ *Working with children*
- ___ *Student achievement*
- ___ *Administrative encouragement/recognition*
- ___ *Community encouragement/recognition*
- ___ *Supportive peer environment*
- ___ *Professional growth (training, certification)*
- ___ *Prospect of career advancement*
- ___ *Other:* _____

3.4 In your view, what are the most important contributing factors to low motivation (if it exists)? (rank from 1 [most important] to 8 [least important])

- ___ *Teacher workload, conditions, and challenges*
- ___ *Poor remuneration and incentives*
- ___ *Lack of recognition and prestige*
- ___ *Opaque, rigid policies and/or poor management*
- ___ *Lax accountability with little support*
- ___ *Lack of career development opportunities*
- ___ *Lack of teacher voice*
- ___ *Lack of supplies and/or poor facilities*
- ___ *Other* _____

3.5 What sorts of unprofessional behavior are common among teachers? (select all that apply)

- Absenteeism*
- Tardiness*
- Lack of preparation*
- Secondary employment*
- Poor/unsupportive attitude toward students*
- Abusive behavior toward students*
- Failure to apply training*
- Teaching only strongest students*
- Little time on task*
- High rate of attrition/turnover*
- Other:* _____

3.6a If you have noticed low levels of motivation among teachers, has this had a significantly negative impact on student learning? Y/N

3.6b In what ways? _____

3.7a If you have noticed low levels of motivation among teachers, have you attempted to address the issue? Y/N

3.7b If so, what measure(s) have you tried? (list up to three)

Appendix C: Country Office Questionnaire on Teacher Motivation

1. _____
2. _____
3. _____

3.7c How successful were those measures? (select one for each measure listed in 3.7b)

- | | | |
|----------------------------|----------------------------|----------------------------|
| 1. <i>Unsuccessful</i> | 2. <i>Unsuccessful</i> | 3. <i>Unsuccessful</i> |
| <i>Somewhat successful</i> | <i>Somewhat successful</i> | <i>Somewhat successful</i> |
| <i>Very successful</i> | <i>Very successful</i> | <i>Very successful</i> |

3.8 Would your office be willing to participate in a pilot project to improve teacher motivation? Y/N

3.9 In your view, how can Save the Children best improve teacher motivation?

4. Teacher Remuneration and Incentives

Teacher pay is low, and damages teacher motivation especially when teachers are not paid a living wage. If teachers are able to support themselves and their families, then how teachers are paid may be more important than how much they are paid. Teachers are more motivated when they are paid on time, when retrieving their pay is easy, and sometimes when bonuses are awarded through performance schemes.

4.1a About how much is the salary for a new teacher? _____ currency: _____

4.1b About how much is the salary for a teacher with 10 years experience? _____
currency: _____

4.2 (if known) About how much is the salary for jobs requiring similar skill sets/credentials in your country?
_____ currency: _____

4.3a Are teachers' basic needs (food, housing, health) generally being met? Y/N

4.3b If not, which basic need(s) are not being met? _____

4.4 Is teacher pay linked to performance? Y/N

4.5a Do teachers deployed to rural locations receive extra remuneration or benefits? Y/N

4.5b If so, what are these benefits? _____

4.6 Are teachers generally paid on time? Y/N

4.7 How do teachers normally retrieve their salaries? _____

Appendix C: Country Office Questionnaire on Teacher Motivation

4.8 What other types of remuneration or benefits do teachers receive? (select all that apply)

Housing

Allowance (type: _____)

Insurance

Food

Transportation (type: _____)

Training (type: _____)

Pension

Childcare

Other: _____

4.9 In your view, what types of non-monetary benefits do teachers value most? (select all that apply)

Housing

Insurance

Food

Transportation

Training

Childcare

Cleaning services

Safety/guard services

Classroom assistants

Other: _____

4.10 How are teachers usually housed? _____

4.11 Do teachers generally enjoy good job security? Y/N

5. Recognition and Prestige

Teachers feel the respect for their profession is decreasing – in the eyes of students, parents, government, and the larger society. Low salaries play a role, but so do the assignment of administrative or menial tasks, the creation of large groups of unqualified teachers, and increasing demands on schools from communities.

5.1 Do you believe teachers generally feel their profession is respected in society? Y/N

5.2a Does the government or media engage in activities to recognize teachers? Y/N

5.2b If so, what types of activit(ies)? _____

5.3a Do Save the Children staff give rewards or formal recognition of teacher accomplishments/hard work?
Y/N

5.3b. If so, what type? _____

Appendix C: Country Office Questionnaire on Teacher Motivation

5.4 In your view, what recognition activity would teachers value most? (select one)

Public holiday or celebration in recognition of teachers

Public education campaign promoting the value of teachers in society

Public education campaign on challenges faced by teachers

Recognition of high-performing individual teachers

Other: _____

5.5 Do teachers generally have a good relationship with the community they teach in? Y/N

5.6a Does the community usually provide monetary or non-monetary contribution to teachers? Y/N

5.6b If so, what is usually provided? _____

5.7a Does the community engage in any type of activities to recognize or support teachers? Y/N

5.7b If so, what type of activit(ies)? _____

5.8 In your view, would the community be willing to contribute to teachers? (select all that apply)

Money

Housing

Food

Cleaning services

Childcare

Protection/security

Classroom assistance

Other: _____

5.9 Are parateachers, volunteer teachers, or unqualified teachers widespread in the country? Y/N

6. Accountability

Accountability is generally weak; teachers are rarely inspected and difficult to discipline. When teachers are inspected, the process is often purely supervisory with little support or advice for how teachers can improve their performance.

6.1 How often are teachers inspected? _____

6.2 To what extent do these visits focus on inspecting teachers (are they doing their job?) or on supporting teachers (giving advice on how they can do their job better)? (select one)

Mostly inspection

Mix of inspection and support

Mostly support

6.3 What measures or indicators are used by the ministry to evaluate teacher performance?

Appendix C: Country Office Questionnaire on Teacher Motivation

6.4 How easily can the ministry or school administration sanction teachers for poor performance or behavior?
(select one)

Very easily
Somewhat easily
With some difficulty
With much difficulty

6.5a Does the community play a formal role in holding teachers accountable? Y/N

6.5b If so, how? _____

6.6 How easily can teachers be formally sanctioned for poor performance or behavior (either by the ministry, the school administration, or the community)? (select one)

Very easily
Somewhat easily
With some difficulty
With much difficulty

7. Career Development

Teachers are often recruited from lower-performing education tracks. This, combined with low pay, mean teaching is often both a job of last resort for the skilled and an attractive option for the untalented. When committed, skilled teachers do enter the system, they face few opportunities for promotion and only infrequent, low-quality training that fails to give teachers the tools to overcome their classroom challenges.

7.1 What are the average credentials of teachers entering the profession? _____

7.2 Are teachers generally recruited from lower-achieving ranks of students? Y/N

7.3 How often do teachers receive in-service training? _____

7.4 How well does in-service training adequately prepare teachers to teach the curriculum using the appropriate pedagogy? (select one)

Very poorly
Poorly
Merely satisfactorily
Well
Very well

7.5 How well in-service training adequately prepare teachers to assess learning outcomes of their students?
(select one)

Very poorly
Poorly
Merely satisfactorily
Well
Very well

Appendix C: Country Office Questionnaire on Teacher Motivation

7.6 How well does in-service training address strategies for managing certain hardships (multi-level classes, large classes, etc.)? (select one)

Very poorly
Poorly
Merely satisfactorily
Well
Very well

7.7a Are there any school culture or school resource limitations that prevent teachers from applying their training? Y/N

7.7b If so, what are they? _____

7.8 How confident are teachers in their ability to perform their job well? (select one)

very unconfident
somewhat unconfident
somewhat confident
very confident

7.9 Do parateachers or unqualified teachers generally have the opportunity to receive qualification as full teachers? Y/N

7.10 How much opportunity do teachers have to be promoted? (select one)

No opportunities
Some opportunities, but difficulty
Some opportunities
Many opportunities

7.11 If not already part of the civil service, do teachers generally have the opportunity to join the civil service? Y/N

7.12 In your view, what do teachers most commonly aspire to? (select one)

Continue teaching
Continue teaching but with greater responsibilities
Work in education administration
Work in education: Other _____
Work in another sector
Other: _____

Appendix C: Country Office Questionnaire on Teacher Motivation

7.13 How frequently do teachers have the opportunity to socialize, network, and exchange ideas with other teachers? **(select one)**

Almost never

Infrequently

Sometimes

Often

Almost always

7.14 Do teachers have the opportunity to become formal mentors to other teachers? *Y/N*

8. Institutional Environment

Education policies are often unclear or subject to corruption or nepotism. With increased reform, teachers face constantly changing policies and ever more strict teaching regulations. School headmasters can play a important roles serving as examples and leaders, but they lack training to help them develop these skills.

8.1 Is the recruitment/deployment/promotion of teachers generally transparent? *Y/N*

8.2 Does politics play a major role in the recruitment/deployment/promotion of teachers? *Y/N*

8.3 Are the policies teachers face unclear or frequently changing? *Y/N*

8.4 Do teachers generally have good relations with the headmaster? *Y/N*

8.5 Are headmasters well prepared for taking leadership and motivating teachers under difficult conditions?
Y/N

8.6 Are headmasters well-trained in other aspects of school management? *Y/N*

8.7 Do teachers generally have good relations with other teachers? *Y/N*

8.8 Is there a teacher code of conduct? *Y/N*

8.9 How constrained or independent are teachers in choosing how to perform their classroom duties? **(select one)**

Very constrained/scripted

Somewhat constrained

Somewhat independent

Very independent

8.10 In your view, do teachers desire more or less independence in how they choose to perform their classroom duties? **(select one)**

More

Not more, not less

Less

9. Voice

Teacher perspectives and needs are rarely considered in education policymaking or project design. Teachers are often seen as passive implementers or technical inputs rather than partners in reform.

9.1 Which of the following incorporate teacher feedback/input? **(select all that apply)**

in-service training

teacher deployment

curriculum development

Save the Children project design and implementation

Ministry of Education policy and reform

School management

Other: _____

9.2 Do teachers generally feel their voices are heard? *Y/N*

9.3 If teacher feedback/input is incorporated into Save the Children project design and implementation, how does this happen?

9.4 What are the most common mechanisms teachers have to give their input/feedback in the education system or education projects? **(list up to three)**

10. Learning Materials and Facilities

Teachers have to do more with less; a small number of textbooks and other learning materials are spread thin over many students, while physical infrastructure is poorly constructed or maintained.

10.1a Do teachers generally have the teaching and learning materials necessary to do their job? *Y/N*

10.1b If not, what materials do teachers most commonly lack? _____

10.2a Do teachers generally teach in a school environment with adequate physical infrastructure and facilities? *Y/N*

10.2b If not, what is the most common deficiency? _____

Thank you very much for taking the time to complete this survey. Your answers will provide valuable information for better understanding of teacher motivation and more targeted interventions to improve or sustain teacher motivation in our projects!

Appendix D: List of Interviewees

Interviewee	Title	Organization
Buret, Michael	Morocco Deputy Country Director	MSI
Cifuentes, Lilia	Guatemala Education Program Manager	STC
Delahaye, Gastone	Senior Advisor to the General Secretary	EI
Edwards, David	Senior Policy Analyst	NEA
Ghaznawi, Daoud	Education Project Senior Manager	STC
Goldstein, Nicole	Education Consultant	WB
Henderson, Ron	Director of NEA Research	NEA
Mendez, Gilberto	Lead Senior Specialist for Education	STC
Ochoa, Ces	Advisor BE & Literacy	STC
Sprague, David	Executive Director of EPDC	AED
Tibbetts, Patricia	Education Officer	USAID

Interviewee Name:

Position:

Organization:

Bio:

- 1. Can you describe your own teaching experience, if any?**

- 2. Can you describe your past experience and current responsibilities as they relate to managing, training, or otherwise working with teachers?**

- 3. What types of issues or challenges, if any, do you notice with respect to teacher motivation? What are the most prominent issues and how do they impact your work?**

- 4. What do you see as the causes of these issues or challenges?**

- 5. (optional) For my framework on teacher motivation in developing countries, I have outlined seven broad dynamics that impact motivation. What are your thoughts on this framework? Would you add or delete anything? Which of these dimensions are more or less relevant?**
 - 1) Teachers are taking on larger workloads and more complicated challenges
 - 2) Teacher salaries are generally low and irregularly paid
 - 3) Social respect for teachers has fallen
 - 4) Teachers are at the mercy of non-transparent, rigid, and constantly changing policies and generally poor management
 - 5) Teachers are subject to weak or overly strict accountability with little support
 - 6) Teaching is often a second-choice job with few avenues for professional development or promotion
 - 7) Teachers rarely have a say in issues of school management and ministry policies
 - 8) Teachers have few or poor learning materials and poor physical facilities

- 6. What strategies do you employ or see as most effective for addressing low teacher motivation or maintaining high teacher motivation?**

- 7. To what extent do you seek teacher input for your work?**

8. Some innovative suggestions for improving teacher motivation include the following. How would you evaluate the relevance, feasibility, and effectiveness of these suggested strategies?

- A) Non-monetary community contribution to teachers (cleaning, childcare, labor, cooking) or community recognition activities (appreciation celebration, etc.)
- B) Community mechanisms for accountability (kids taking pictures, parent report cards, etc.)
- C) Teacher networking/mentoring (space, time, and positions to do it)
- D) Greater autonomy or scope for spontaneity or creativity
- E) Incorporating into training how to deal with challenges as well as classroom performance evaluation techniques to grow on the job
- F) Mechanisms for teacher feedback/input
- G) Training headmasters in school management/leadership
- H) Training on the job/in the classroom, interactive training

9. What roles can NGOs such as Save the Children play in improving teacher motivation? Specific strategies?

10. What sort of information regarding teacher motivation would be most useful for your work?

11. Do you know of anyone else it would be useful to speak to?

Appendix F: Teacher Motivation Country Scorecard

Country	How would you characterize the average motivation of teachers?	Career Development Institutional Environment Voice Resources							
		Workload	Remuneration	Recognition	Accountability	Career Development	Institutional Environment	Voice	Resources
El Salvador	Somewhat unmotivated	38%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Nicaragua	Somewhat motivated	69%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Bolivia	Somewhat unmotivated	69%	42%	57%	50%	50%	44%	50%	50%
Haiti	Neither unmotivated nor motivated	63%	25%	14%	25%	50%	56%	38%	0%
Sahel/Mali	Somewhat unmotivated	44%	42%	86%	50%	58%	33%	50%	0%
Uganda	Neither unmotivated nor motivated	13%	33%	71%	50%	58%	56%	13%	0%
Malawi	Somewhat unmotivated	50%	33%	57%	100%	33%	44%	38%	0%
Mozambique	Somewhat unmotivated	44%	50%	57%	100%	50%	67%	25%	0%
Ethiopia	Somewhat unmotivated	25%	33%	29%	25%	33%	56%	38%	0%
Egypt	Somewhat unmotivated	63%	58%	57%	75%	92%	67%	50%	100%
Afghanistan	Somewhat motivated	50%	42%	43%	25%	42%	56%	25%	0%
Pakistan	Neither unmotivated nor motivated	31%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Kyrgyzstan	Somewhat unmotivated	56%	25%	86%	75%	67%	56%	50%	0%
Tajikistan	Somewhat motivated	69%	42%	86%	25%	58%	78%	50%	50%
Nepal	Somewhat unmotivated	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Philippines	Somewhat motivated	13%	50%	57%	50%	25%	33%	75%	0%