



# Government School Teacher Incentives

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## ABSTRACT

The paper discusses the differences between monetary and non-monetary incentives and why teachers need to be incentivised in the first place. It also identifies the need for effective performance-pay systems, together with non-monetary incentives as the main way out to motivate teachers.

The paper has used both primary and secondary research to arrive at the key issues pertaining to the topic. These issues have been addressed in detail, along with problems faced by government school teachers. A comparative analysis has been made between different types of schools, and the most effective practices have been recognized. Innovative systems, global best practices and solutions for the betterment of the current scenario have led to recommendations and suggestions of this study.

## INTRODUCTION

The paper serves to study teacher incentive models and recommend best practices for government school teachers in India. The research question is:

“What are the best incentive practices for government school teachers in India?”

An incentive is any form of encouragement given to take action. As the World Bank Report of 2009 states, incentives are the direct and indirect benefits offered to teachers as motivators. Incentives may be positive or negative; a negative incentive is referred to as a disincentive. Teacher incentives further can be classified in two forms: Monetary and Non-Monetary.

Monetary incentives primarily include Salary, Cash Bonus, and Allowances. Salary and cash bonus classify as *direct monetary incentives*. Bonuses may be linked to performance over time or a specific event. Whereas *indirect monetary incentives* constitute professional and personal support like subsidized housing, food and transport allowances. Monetary incentives for teachers may be linked to teacher attendance (input-based), peer feedback, student test scores (output-based), parents’ feedback, and other such measures.

In addition to monetary incentives, incentives may be in the form of Professional Development (training, workshops, special motivational sessions etc.), Recognition and Rewards for contribution made to the respective field, conducive working environment which includes infrastructural facilities required for work, as well as an inspiring peer group to work with and students to teach. These are Non-Monetary Incentives. For example: Verbal appreciation given by the Principal to acknowledge a teacher’s performance may also motivate her to perform better.

Teacher incentives not only motivate the teaching faculty, but also indirectly benefit various other stakeholders in the education sector like school management, students, parents, training councils etc. A good incentive model drives a teacher to perform better, gives more teacher-student interaction time, places accountability in front of the parents, leads to a good image for the school management, among other benefits.

Considering the current scenario in government schools, even after the sixth pay commission, a teacher’s performance is questioned. Despite having the willingness and ability to teach, a teacher may not be motivated enough. While teaching in itself is considered to be the biggest incentive, and a self-motivated teacher may not need any outside incentive to drive her, not even the salary. Yet the situation today is quite the opposite. Due to lack of opportunities and rewards in the teaching profession, teachers lack the basic motivation of coming regularly to schools in the first place.

While monetary incentives like salary, cash bonus can help only to a certain extent and are short-lived motivating factors, non-monetary incentives like training, autonomy, working

environment, professional development can actually promote the overall development of a teacher and help the schools in the long run. Both primary and secondary research contributed to recognising the lack of non-monetary incentives for teachers in India and the dire need to provide the same. This paper highlights how non-monetary incentives along with basic monetary incentives can help promote better pedagogy and teacher performance in government schools.

The paper also focuses on the gaps in the existing literature and how it can be filled, the need to incentivize teachers and how incentives can promote better performance. Key areas like need for a good working environment, prioritisation of duties, accountability of teachers etc. have been identified through a primary study and a comparative analysis has been conducted between benefits provided and challenges faced by teachers in different schools. Further innovative systems in India and global best practices have also been studied to contribute to policy recommendations for incentive practices for government school teachers in India.

## BACKGROUND

Herzberg (1959) identified a two-factor approach for understanding employee motivation. First, he divided employee behaviors into two broad categories: Motivation and Hygiene Factors. He defined motivators as those factors that stimulate psychological growth. In the intrinsic category, motivators include: achievement, recognition, responsibility, advancement and work itself. On the contrary he classified hygiene factors as rewards extrinsic to the content of work. In his study he asserted that hygiene factors like salary, may help to reduce teacher dissatisfaction, but he contended that since these factors do not enhance psychological growth, they will have little effect on increasing teachers' efforts. Further he concluded that pay incentives may reduce job dissatisfaction for teachers, but cannot be used to improve performance. In reference to teacher performance, he said that intrinsic rewards tend to be more effective than salary. (Jacobsen, -as cited in Tomlinson, 1992)

Monetary incentives are primarily input or output based.

Kremer and Chen (2001) evaluated an inputs-based incentive intervention in Kenyan pre-schools in which teachers were eligible for bonus equivalent to 85 percent of their salary, based on their attendance. However they found that this program affected neither teacher attendance nor most measures of teacher pedagogy. Moreover, it also had no effect on pupil attendance or student's test score. This is an example of low outcomes despite high monetary incentives for teachers.

Kartik Murlidharan (2014) in his article on "*A Renewed Model of Education*" talks about how empirical research on public education in India has evidently shown that increasing inputs (including teacher qualifications and salary) has had no impact on learning outcomes. He discusses that

*"Advocates of pouring more resources into government schools need to confront the fact that private schools are able to achieve equal or superior outcomes using teachers who are less qualified, and paid much less, suggesting that better management, and greater teacher accountability and effort can compensate for lower qualifications and salaries. In other words, private schools may have a pedagogy problem, but public schools have both a pedagogy problem and a governance problem".*

Looking at output-based or performance-pay incentive systems, a successful output oriented incentive plan was adopted in western Kenya where prizes were provided to all teachers from grade 4 to 8 based on the performance of the school as a whole on the government exams. This not only motivated teachers to pay equal attention to students, it also led to raised test scores and low dropout rates. However this program had a drawback of having short-lived results, as teachers focused more on activities to raise test scores in the short-run, rather than focus on long-run learning.

A good performance-pay system should be a combination of teacher knowledge and skills, teacher's classroom performance (instructional behavior) and student learning, and not student

test scores alone, in order to promote long-term learning and outcomes<sup>1</sup>.

However as many economists have pointed out that in India, the only viable and effective system that could be implemented to incentivise teachers is the performance-pay system, this paper would later discuss in detail on how that can be achieved.<sup>2</sup>

Moving on from monetary incentives, non-monetary incentives also play a vital role. As Daniel Pink (2010) has said in an interview about what truly motivates workers, "Once you get enough money, holding out an additional promise of money is very motivating for people, but it doesn't necessarily motivate them to do the right things."<sup>3</sup>

He further talks about how there is a need to identify the purpose of work and work with that motive instead of a monetary motive as monetary incentives are ephemeral in nature, however non-monetary incentives not only motivate people to focus on the core purpose of their job, but can also lead to development in the long run. One good example on this given by him is the Fed-Ex Day celebrated in Atlassian, an Australian software company, when the workers are given full autonomy of how they want to work, what they want to work on, and who they want to work with. Given the level of autonomy and trust shown in the workers without any monetary incentives has actually lead to wonders like software fixes and new product ideas.

Hatry, Greiner, and Ashford (1994) in their paper found out that on subsequent evaluations of merit pay plans questioned their effectiveness, especially given their limited survival, though it was acknowledged that the problem was not necessarily merit pay per se, but the way the plans were designed, implemented, and administered. A need was thus identified for the overall professional development of the teacher<sup>4</sup>.

The literature has had major emphasis on studies conducted to judge the effectiveness of financial incentives for teachers. In some cases they have worked, in others they have not produced the desired results. However in cases where they have worked, the outcomes are mostly short-run. There still exists a gap of strengthening the incentive structure which will not only lead to teacher satisfaction, but also produce long-term impacts on learning and school performance.

Most of the primary data collected over the course of the research has also suggested that skill development, motivation, pride, acknowledgement and other such factors are lacking at the

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<sup>1</sup> The same was recommended by Herbert G. Heneman III, Anthony Milanowski, and Steven Kimball in their paper on "Teacher Performance Pay" in 2007.

<sup>2</sup> The same was emphasised by Kartik Murlidharan in a personal interview.

<sup>3</sup> Daniel Pink in an interview with the Patterson Foundation.

<sup>4</sup> Further, the need for non-monetary incentives like training and professional development was also emphasised by Mr Aadi Rungta, Program Developer at 3.2.1. Education Foundation, in a personal interview. He said "teachers are not given enough skill to make them feel successful".

moment which can be countered better using non-monetary incentives.

Thus this paper aims to fill the gap by emphasizing on how performance-pay plans can work together with non-monetary incentives and how they can lead to the desired results. But before that, the paper identifies the very requirement of introducing incentives for teachers in the first place.

## WHY INCENTIVISE TEACHERS?

Competent, capable and dedicated workforce is required for any sector to flourish. In order to attract, retain and motivate qualified teachers, an effective incentive and reward system needs to be in place.

The need to incentivise teachers can be explained with the following reasons:

### Teacher motivation

When incentives are offered to teachers for coming to work in a conducive environment, they are given adequate resources, have cooperative peer group and students, their contribution is recognised and rewarded, all this would reduce teacher absenteeism and motivate them to work.

Paul Glewwe too agrees in his paper on 'Teacher Incentives in the Developing World' that working conditions appear to motivate teachers and that absence is negatively correlated with school infrastructure (covered classrooms, electricity, school library etc) (Paul Glewwe, 2011)

### Teacher Satisfaction

In order to retain committed and qualified teachers in schools, their satisfaction with their work must be ensured. This not only includes a sense of goal accomplishment, but also regular feedback and assistance.

Studies on teacher satisfaction and turnover indicate that other important rewards or penalties associated with teaching include opportunities for leadership experience, level of cooperation among teachers, availability of materials and resources, and teacher participation in decision making (Ingersoll, 2001).

### Attract competent teachers

If a school is performing well in terms of teacher performance and student outcomes, it will automatically attract more competent people to apply in the school and enhance its existing workforce of teachers.

The available evidence suggests that attracting and keeping competent people to teach in schools is largely a function of "3C's" - characteristics, conditions and compensation (Reed and Busby, 1985).

### Improving teacher practice

Teachers need to be motivated to best utilise the teacher practice and training that is believed to represent better pedagogy.

Incentives that tend to be associated with improving teacher practice include: release time to observe and work with peers in one's own school or in other schools; release time for ongoing

in-service programs; additional planning or lesson preparation time; institutional support and performance pay (World Development Report 2009)

Further incentives like training, workshops etc. develop skills in a teacher and impart knowledge that she can apply inside classrooms. With the continuous evolution of new techniques and methods of teaching, there is constant scope of improvement for teachers at every level, and this encourages them to engage themselves by putting in more efforts.

Incentives can also lead to more teacher-pupil interaction. For example, incentives to encourage doubt and remedial classes for students requiring the same, or incentives to take extra classes for exam preparation would help students with their learning in school and reduce the need to take coaching outside school.

Having discussed the need to have good incentives in place, this paper has further discussed the methodology adopted for research and the key findings from the prevalent scenario.

## METHODOLOGY

This paper used both primary research in the form of in person and telephone interviews, surveys as well as secondary analysis of existing reports to lead to the conclusions of this study.

25 interviews<sup>5</sup> have been conducted in the course of the research which include three Bombay Municipal Corporation school teachers, two private school teachers from Delhi, two teachers from Kendriya Vidyalaya, a headmaster from a rural government school in Uttar Pradesh, principals of government, MCD, Kendriya Vidyalaya and private schools in Delhi, four school leaders under Indian School Leadership Institute, Teach for India fellows, Program Developer at 3.2.1. Education Foundation in Mumbai, and officials from SCERT, DIET, NCTE and Deputy Directorate of Education.

The aforementioned stakeholders have been interviewed keeping in mind their relevance to the issue. Extensive primary research was conducted to be familiar with the prevalent conditions of teachers in schools. Government and municipal corporation school teachers on one hand provided the real scenario that persists in their schools, whereas teachers in other schools like Kendriya Vidyalaya, private schools etc. assisted in conducting a comparative study. Teachers were asked to highlight the benefits they receive, the challenges they've to face in the profession, as well as what they look forward to, which could contribute to better pedagogy and greater teacher satisfaction.

Further, officials at SCERT, DIET and NCTE aided in providing information regarding the training provided to teachers, the need for such training and the effectiveness of the training programs. Whereas officials in Deputy Directorate of Education helped learn about the assessment and inspection system government school teachers are subjected to. They also provided valuable information on measures required to improve pedagogy in schools.

People associated with initiatives like TFI, ISLI, 3.2.1 schools enlightened about their initiatives, how these are different from the existing education model and how they could be used to set examples for teachers and management of other schools.

All these interviews helped form the basis of this study by pointing out problems faced in pedagogy in schools, how and why these problems have arisen, bring to light the key target areas, and suggestions for best incentive practices for government school teachers in India.

The focus of this paper would be on qualitative data and analysis as it was felt that would rightly justify the research.

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<sup>5</sup> Questionnaires used in the interviews with different stakeholders are given in Annex A.

## KEY FINDINGS

Primary research across Delhi, Mumbai and Lucknow highlighted some common challenges and demotivating factors faced by government school teachers in India.<sup>6</sup>

Despite having high monetary incentives for government school teachers after the 6<sup>th</sup> Pay Commission, their performance is still questioned. Primary research suggested that non-monetary incentives were found to be lacking in the prevalent system.

The most notable problems that came to notice were: Imbalanced teacher-pupil ratio, Unconducive working environment, Lack of resources and modern teaching facilities, assignment of additional government work, lack of interested students, etc.

### Lack of conducive working environment

Lack of conducive working environment primarily pointed out lack of infrastructural facilities in government schools. Teachers complained of not having even the most facilities of benches, blackboards, buildings in good condition. One teacher even pointed out the presence of a 'gutter' right outside the school, causing unhygienic environment. In rural areas, the situation is much worse with underdeveloped roads causing problems in reaching to school in the first place. Many schools also lack the necessary requirements of water coolers, washrooms among other needs. Further teachers pointed out lack of willingness to study or learn among students, which can be attributed to the kind of environment they are subjected to at homes or in the families they come from. Not much attention is paid to school teaching, mainly in rural households, which causes lack of interest among students. All this naturally demotivates a teacher from giving in her best.

### Teacher training and implementation

This is another problem that persists in both rural and urban schools. After having visited the SCERT, DIET and NCTE offices in Delhi, it was found that there is a proper training mechanism in place for teachers, course design for in-service training provided at frequent intervals. Yet what is lacking is the need analysis of the kind of training to be imparted, as the training programs run are uniform across all schools. So a change was felt to be brought about by giving school or teacher specific training, a good example of which can be taken from the Finland education model, which is talked about in this paper in detail later. Some other problems related to this issue in India were lack of specialists in training programs. Many a time the training sessions were conducted by administrative officers in the education department in place of specialists in the subject. Also, these sessions are known to be conducted on working days during school hours. Since they are compulsory to attend in most cases, the students are left in schools all by themselves.

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<sup>6</sup> Refer to Annex A for questionnaires of the interviews conducted.

## No follow-up mechanism

There is no follow-up mechanism in place to ensure the implementation of the training provided. Unlike private schools where selective teachers are sent to workshops conducted by experts in other cities, and then are evaluated by having them explain the application of that training to other teachers in their respective department, who further apply that training within their classrooms. In government schools, there is no follow-up after the training programs. It is at the discretion of the principal to check the same or not, which is always subject to uncertainty. So the need for a proper mechanism to ensure implementation of the training imparted was identified.

## Lack of accountability

Lack of accountability among teachers was an issue highlighted by school leaders and some government school principals. Teachers many-a-time are not answerable for their performance in classrooms and outcomes of students in their class. As pay-scale increase is mostly based on length of service, and less emphasis is given on accountability, it leads to a lethargic attitude among teachers and lack of initiatives on their behalf. Also, in government schools parents don't have a say in terms of questioning their kid's performance in school as they aren't paying for the education being imparted. On the other hand, private schools have a fee structure in place which gives some power to the parents by holding teachers accountable for the student's non-performance.

## Teacher-Pupil Ratio

Some teachers also mentioned about the imbalanced teacher-pupil ratio. For example, the prescribed teacher-pupil ratio in Mumbai schools is 1:30 or 35. However in reality about 60-70 students are present in a class, which can be attributed to the reason of education being free for all in government schools. Due to this, a teacher is unable to pay equal attention to all the students which may affect their performance. The situation is way worse in rural areas of Uttar Pradesh, where one teacher is given in-charge of five classes which is practically impossible to manage. The teacher vacancy arises due to two reasons: lack of professionals in the field, and engagement of existing professionals in other non-teaching duties.

## Lack of autonomy

Lack of autonomy to teachers, as they are not given the freedom to adopt innovative methods of teaching. Teachers lack support from various stakeholders in the field and are bound to report about their working at each level due to centralization of power. They also have to follow the prescribed flow of teaching with time bound targets, which leads to less autonomy and lack of new teaching techniques in schools. Daniel Pink too talks about the importance of autonomy in any sector in his video on "What motivates a worker?"<sup>7</sup>

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<sup>7</sup> Video has been cited in the References.

## Teachers liable to perform other duties

Government school teachers are also liable to perform other duties under the government, apart from the core responsibility of teaching. Some MCD school principals and teachers pointed out how it is compulsory for them to attend week long census calculation and election training sessions before being assigned election duties, leaving the kids in school with barely any teachers. In addition to this, a MCD school principal also explained the time wasted during school hours in fulfilling other requirements like opening students' bank accounts, filling unnecessary forms, attend sessions with no relevance to their teaching job etc. only in order to comply with the regulations of the higher authorities. A headmaster of a village government school highlighted how he has to perform the duties of even serving water to officials, maintaining cash books and accounts, and do the head count of all the students in the school, leaving his classes because he is bound to perform such functions; clerical functions which could easily have been assigned to the non-teaching staff in school. Involvement of time and efforts in such unavoidable work leaves teachers with less time inside classrooms to fulfill their basic duty of teaching.

## The role of Principal

Another challenge that came to notice was the role of a principal in government schools. Unlike private schools, most principals in government schools seemed to be unaware of their authority. Primary research pointed out that some principals had very little say in case of non-performance of teachers, the reason given was the power of teacher unions and other higher authorities. Despite having the will to improve teachers' performance, the principal could do nothing more than request them on this matter as any complaint by a teacher against the principal could have threatened the principal's job or lead to transfer. And sometimes despite being aware of the authority, the Head of the School may use it unfairly and assign ratings based on personal bias.

### Firing in Government Schools

Job assurance can sometimes be a major demotivating factor. Government jobs particularly in terms of teaching are by far considered to be one of the most 'safe' jobs. Very rarely is a teacher ever fired.

In government schools, teachers are issued two memos by the Principal, followed by a Show-Cause notice. Non-compliance of all three of these lead to suspension, which reduces a teacher's pay by 50% and later by 75% if need be. Even after all this a teacher is not fired, in extreme situations her case is then passed on to higher authorities who then indulge into an enquiry on the matter. Enquiries go on for months and even years, while a teacher continues to work and might even regain her original pay at the Principal's discretion during this period.

Source: Officials at Deputy Directorate of Education office, New Delhi (personal interview)

### **Pay-Scale Increase and Promotion**

Pay-scale increase is primarily based on the length of service in most government schools. 10 years of service promotes a teacher from the post of Assistant teacher to Trained Graduate Teacher, and further 10 years of service promote him/her to Post Graduate Trained Teacher's post. With the rise in post and responsibility, the teacher's per month salary is also increased. However with less emphasis given on teacher's performance and attendance, the desired results of better performance by school may not be obtained. Source: Officials at Deputy Directorate of Education office, New Delhi (personal interview)

### **Grade-Based Pay**

Grade-Pay can sometimes prove to be a hindrance in teacher motivation as a teacher teaching higher classes is paid more than primary level teachers. The latter argue that they play a major role in forming the base of the student. There have been cases where a class 10 student is unable to answer questions from class 5 curriculum. This is due to the lack of quality education provided by teachers at the primary level.

A uniform grade-pay and increment based on performance could prove to be a motivating factor.

Source: Headmaster of a government school in Uttar Pradesh (personal interview)

### **Other demotivating factors**

- Delay in regular salary and provident fund payments.
- Lack of sanitation and healthcare facilities in school.
- Unnecessary meetings and clerical work for teachers.
- Some schools have very low salaries, teachers forced to give tuitions and earn. This restricts them for putting in their best in classrooms.
- Lack of trust and value by the community in teaching as a profession.
- Teacher training focusses on content, and not on concepts or teacher competence.
- Due to lack of useful training and support, teachers are not confident about their pedagogy.

## **SOME KEY ISSUES AND SOLUTIONS**

### **Student Learning Outcomes:**

Numerous studies have proved how teacher incentives may or may not be directly correlated to student learning outcomes. Student learning outcomes do play a major role, as it is one of the determinants of quality education. However learning outcomes are hard to assess when compared with pedagogy, and this paper does not link the two. Whereas better teacher performance, increased teacher-student interaction, higher teacher accountability and such measures could possibly improve student test scores in results. Valuable training and new teaching techniques could add to student learning in the long-run.

### **Lack of trust in the teaching profession:**

Today the teaching profession in India lacks the respect and trust akin to other professions like medicine, law. This negative mindset towards teachers arises out of two reasons: Lack of willing teaching workforce in schools today, and lack of assessable outcomes produced by government school teachers. Teachers no longer have the "pride" in being in this field.

This could be improved by providing greater autonomy and opportunities to teachers. When teachers are free to explore new areas, they are answerable to parents for the student's result, they are motivated by the environment in which they work, and they feel confident about their training as well as teaching in classrooms; they would feel proud and could regain trust from parents as well as other stakeholders in this sector or outside.

### **Argument against Performance-Pay system:**

Kopelman (1983) brings out a very strong reasoning against Performance-Pay system. He explains how if a teacher receives incentive pay based on performance, he or she will more likely repeat the behavior that earned the incentive pay. Whereas other teachers who did not get the incentive pay would try to improve their performance in a way to qualify for the incentive pay.

The other argument against this system is, that if performance is based on student scores in tests conducted internally, the teacher is likely to give away marks in order to show inflated class performance to avail that incentive.

Solution: Performance-Pay system should be made more inclusive with considering factors like: teacher participation in meetings, her contribution to the faculty, efforts put in pedagogy along with some weightage to student test scores. Details on making performance-pay system more effective have been discussed in policy recommendations.

## **MOST EFFECTIVE PRACTICES: A COMPARITIVE ANALYSIS**

The analysis is between effective practices for teachers in Government & MCD Schools, Kendriya Vidyalaya Schools, High or Medium Cost Private Schools, and others which include Budget Private Schools.

Government schools come under the state government. In Delhi for example all government schools are under the Delhi government. Whereas MCD schools are run by the Municipal Corporation of Delhi. Education is free in both these schools, and they are both liable to give students a list of certain articles on enrollment say books, copies, uniform etc. Students enrolled in these schools are generally from low income families who cannot afford education for their kids in other schools.

MCD schools are primary schools run only till class 5 or maximum class 8. Whereas government schools are both primary and secondary schools run till class 12.

Kendriya Vidyalaya schools come under the Kendriya Vidyalaya Sangathan. KV Sangathan is an autonomous body. KV schools are operated till class 12 and collect fees from students. Moreover KV schools are not liable for providing any set list of articles to students. Parents are supposed to pay for education, uniform and all other facilities.

Budget, Medium and High Cost Private Schools are run by private bodies where students have to pay fees. Budget Private Schools run on nominal fees paid by students. In Delhi the fees of BPS ranges from Rs 250-750 per student per month. Any school charging fees over and above that comes under medium or high cost private schools.

For the purpose of distinction, Government and MCD schools have been taken together due to similarities of working environment, review system etc. Whereas "Others" primarily include Budget Private Schools, some of which have school leaders whereas others don't.

<b>Basis<sup>8</sup></b>	<b>Government &amp; MCD Schools</b>	<b>Kendriya Vidyalaya</b>	<b>Private Schools</b>	<b>Others</b>
<b>Teacher Salary</b> (on an average)	Primary : 13500-19000 Secondary : 19000-32000	37400-67000 plus grade pay	20000-25000	Budget Private Schools: 1500-7000
<b>Benefits or Incentives to Teachers</b>	Promotion based on length of service.  Maternity leaves, allowances in some schools.	Child care leave with full salary of 2 years.  Regular time-bound increment.  Regular training program and workshops.	Workshops and training programs by experts.  Competitive environment.  Performance and time-based increment.	Training programs by school leaders or other education officers.  Annual increment.
<b>Performance Review System</b>	Annual Confidential Report is maintained by Principal or HOS.  Ratings may be subject to HOS's personal bias.  No strong measures against non-performance.	Regular ACR maintained by Principal.  Ratings are based teacher performance.  Verbal warnings and memos given for non-performance.	ACR strictly maintained by Principal.  Emphasis on performance and student results.  Fired in case of non-performance or high irregularity.	ACR maintained by School Leaders/HOS.  Effort on improving performance.  No strong measures against non-performance due to low salaries and fewer teachers.
<b>Working environment</b>	Some schools have decent infrastructure.  Others may lack the basic infrastructural facilities with lack of sanitation facilities.  Disinterested students & teachers.	Good infrastructure with all the required facilities.  Competitive and motivating environment for teachers as well as students.	Good infrastructure with the required facilities.  Competitive environment for growth and development of teachers and students.	Some schools may lack in infrastructural facilities.  Laidback environment which hinders proper teaching and growing environment for students.
<b>Inspection</b>	Monthly checks by Block and District Education Officers.	Regular assessment by the HOD or Principal.	Regular assessment by the HOD or Principal.	BPS: Assessment by school leaders or Officers.

<sup>8</sup> Information provided in this table is primarily based on personal interviews with teachers and may not be universally applicable across all schools. 'Others' primarily include Budget Private Schools.

The table above shows the similarities and dissimilarities amongst Government & MCD schools, Kendriya Vidyalaya schools, High cost or Medium Private Schools and Other schools which primarily include Budget Private Schools.

There are some incentives already in place in Private schools and Kendriya Vidyalaya, which have contributed to effective performance by the teachers and students of these schools.

Private schools have a continuous evaluation system in place. Teachers are under constant check, the student results in their classes automatically impact their ratings in the Annual Confidential Report. In fact lack of performance of students in her class can hamper her pay-scale too. So there is a persistent pressure to ensure student performance.

Further private school teachers are motivated by measures like Letter of Appreciation which is given to acknowledge their contribution. They are also sent for inter-state and inter-country workshops to know about the new models of teaching and learn to benefit from the same. For example, teachers of the English department may be sent to workshops held by the British Council. Such workshops also enhance a teacher's hold over her subject and improves her knowledge base.

What majorly drives the Private School and Kendriya Vidyalaya teachers to excel is the working environment. This comprises a supportive management which encourages the teachers to continuously develop themselves, inspiring peer group where co-teachers discuss new ideas and new aspects about their subjects as well as how teaching can lead to better results. A peer group plays a major role in any organization, as it defines your outlook towards to your job. Further in schools, inquisitive and aspiring students also drive a teacher to perform better.

In Kendriya Vidyalaya, teachers are bound to attend the detailed training session held once in five years. Every teacher is supposed to attend this session in the course of five years. Teachers say that this is one of the most useful training that they're given. Non-attendance of the session could also lead to a halt in increment at the end of five years. Also the teachers in Kendriya Vidyalaya are not only accountable to the principal but also to the Kendriya Vidyalaya Sangathan officers who come for regular checks. Further some KV schools appreciate and acknowledge a teacher's outstanding contribution by 'Teacher of the Year' award in different subjects. Verbal appreciation by the principal too plays a vital role.

Apart from this, there are some good incentive practices adopted nationally. One good example can be the Haryana State Teacher Rewards. The state of Haryana rewards outstanding teachers on the basis of a list of criteria, for example: the teacher's initiative to contribute to her faculty, her effort of conducting remedial classes for the weak students, innovation brought about by her in the teaching method, if any and so on. Such rewards motivate teachers to go beyond classrooms and contribute further in their field.

## INNOVATIVE SYSTEMS

Initiatives in the education sector have been introduced in India in the past decade, which have contributed to new teaching models and better pedagogy. Some such innovative systems and the lessons they provide has been discussed below:

### **Teach For India**

TFI is a non-profit organization which through its fellowship program recruits college graduates and working professionals to serve as full-time teachers in low-income schools in India for two years. TFI brings together motivated young people in a drive to bring about a change in the education sector at the grass root level. With the short term aim of imparting quality education in low-income schools, it also promotes a long-term change through its Alumni Movement in which fellows work inside and outside the education system in order to achieve the vision of an educated India.

#### **Lessons to be learnt from TFI:**

##### **1. Training Methods-**

TFI fellows are given a 5-week training before entering the classrooms which include teaching training, community visits to get comfortable with the kids, group activities and sample teaching classes with fewer students. Every level of training is simultaneously assessed and feedback is given for improvement.

Training is taken as a continuous process and is carried on throughout the year with scope for regular improvement.

##### **2. Focus-**

Focus is placed on the overall development of the kid and not just on the student results in tests. Fellows have a pride in teaching and are together committed to bring about a real change. They also pay attention on the learning level of each kid, adapt accordingly and make sure everyone is at par in the class. Autonomy and authority is given to a fellow, and he is considered to be the master of his class, which motivates him to work harder and use innovative methods of teaching to engage the students.

##### **3. Leadership Development-**

Apart from the core teacher training sessions, leaders are also involved in Leadership Development Conversations with the Program Managers who address the problems fellows might be facing and help them develop a sense of leadership in their work.

Further they are also sent on field visits with the kids in order to develop a long-lasting bond. Fellows are also encouraged to take up motivating tasks like 'Be the Change' projects.

## **Indian School Leadership Institute**

ISLI strives to create a pipeline of leaders to direct excellent schools for students of low-income communities, and establish the benchmark for school leadership training in India.

ISLI's first leadership program came into action in May 2013 in which school leaders were trained and appointed in low-income schools across Delhi. These school leaders were given complete charge of the schools. They not only trained teachers in pedagogy but also maintained regular records.

As one of the ISLI school leader mentions "ISLI is helping me assign my school's goals, pedagogy, assessment methods and use of technology towards improving teaching and learning."

### **Lessons to be learnt from ISLI:**

#### **1. Focus on pedagogy-**

As interviews with some ISLI school leaders pointed out that schools earlier used to emphasise on rote learning and short term exam preparation. With new training and leadership programs, the focus has shifted towards taking initiatives, putting in more efforts and teaching with interest.

#### **2. Daily interaction-**

School leaders have a direct interaction with teachers in their schools and are aware of the problems they are facing, they keep a check of student participation in class, motivate them to perform, and regularly assess their performance and what is being taught in class. Parents' grievances and feedback is also taken into consideration by the school leaders who accordingly suggest measures if required.

#### **3. Funded training programs-**

In some schools, training programs are conducted for teachers by experts in the field during summer vacations. The incentive offered is the fee concession given to teachers who adopt the training imparted in classrooms and perform better. On good performance, their future training sessions are then funded by the school. This creates a willingness to learn among teachers and hence improves their teaching quality.

#### **4. Performance Review System-**

The performance of the teachers and the increment in pay is based not only on student results (which are given a minimal weightage) but also assessed on what have they learnt, how have they applied it in teaching, how have they helped their peers inculcate

the same, how have they taken the parents' and staff feedback among other assessment parameters.

Teachers are also motivated by being sent on annual breaks and outings which are funded by the school, in order to promote collectiveness and harmony.

### **STIR Education: Empowering Teachers to be Changemakers**

As per STIR, quality and commitment of the teacher is the biggest determinant of a child's success. It realises that only half of a teacher's time is actually spent teaching, and when teachers do teach, it's mostly half-hearted with little emphasis on quality. Thus STIR has come up with a model to empower teachers to fundamentally re-imagine their role in leading change in classrooms.

They aim to create a movement of teacher changemakers who could come up with innovative micro-level solutions and effective practices to improve student learning. They also aim to catalyze surrounding ecosystem of partners which include the government, private sector as well as NGOs to support and sustain this movement.

With major emphasis on creating a committed and innovative teaching workforce, this organization is working on the lines of other successful education models around the world like those of Singapore and Finland. This would definitely be a good strategy for improving the education system as a whole in the long-run.

#### **3.2.1. Schools**

3.2.1 Schools is a start-up in Mumbai started by TFI Alumni, which aims to provide good quality education comparable to private schools, at the cost of government spending per child. This latest initiative integrates TFI fellows as well as B.Ed degree holders to work together as teachers. Teachers undergo a proper training program before starting with their academic session.

This school too aims to impart regular in-service training, and has a follow-up mechanism in place. Teachers are held accountable for their performance and are answerable for the student outcomes. The school also holds one hour coaching session every morning where all the teachers discuss a structured layout plan for the day and the way in which it is to be implemented.

This paper brings to light only a handful of such initiatives which have started all across the country to bring about quality in education. Such initiatives can be used as examples for improving the current scenario, and could lead to better outcomes in the long run.

## GLOBAL BEST PRACTICES

Global best practices in the education sector are being studied to extrapolate which of them can be most effectively used in the Indian context.

### Singapore Education Model

Singapore was one of the developing countries during its independence with most of its population illiterate and unskilled. Large number of teachers were recruited to give boost to the education sector. However when desired results were not obtained, Singapore shifted away from the one-size-fits-all approach to a schooling system that would create multiple pathways for students. In the later years, greater emphasis was placed on science, research and technology. Today Singapore has one of the best education systems in the world. Knowing India will take more time and income allocation to reach the stage where such transition can take place in the education sector, this paper highlights practices from these models and how they could be adopted in India.

#### **1. Internship for undergraduate students-**

In India there has been a major problem of people applying to the teaching profession due to a lack of other employment opportunities. This creates a pool of unwilling and disinterested potential teachers to be recruited in schools. In order to create a pool of motivated and willing individuals, students in undergraduate programs irrespective of their course of study should be given teaching internships to identify their interest in the profession and then encourage them to apply to teaching positions. This will lead to a workforce of teachers who are genuinely interested in teaching.

#### **2. Periodic Transfer of Principals-**

Principals in Singapore schools are periodically transferred to promote equitable improvement in all schools.

A principal plays a vital role in any school's performance. As an education officer rightly said in a personal interview that a good principal can drive the teachers to perform irrespective of their prior training. Also, transfer of principals would contribute to apportionment of benefits to all schools, so they can derive the best from each Principal.

#### **3. Academy of Teachers-**

Academy of Singapore Teachers was opened in September 2010 to further encourage teachers to continuously share best practices and encourage professional learning among peers through an established teacher network.

This could be adopted in India by opening up Academy of Teachers state-wise or city-wise where monthly meetings of teachers could be held to discuss innovative teaching practices and ideas for professional development. Teachers from all types of schools should be made a part of it.

#### **4. *GROW (Growth, Recognition, Opportunity and Well-Being) Package-***

Ministry of Education in Singapore introduced the GROW package in 2007 in which emphasis was placed on four key factors:

Growth of teachers in terms of training, professional development.

Recognition of the contribution made by teachers.

Opportunity provided to teachers to exercise new teaching practices and give more autonomy.

Well-Being includes the overall development of teachers.

Rewards are given based on the GROW package.

Thus in India too emphasis should be placed on the overall development of teachers and not just on length of service or student test scores.

### **Finland Education Model**

Once poorly ranked educationally, with a turgid bureaucratic system that produced low-quality education and large inequalities, Finland's education model now ranks among the top few in the world. Research shows that one key element that has impacted Finland's success above all others is 'Excellent Teachers'. Finns regard teaching as a noble, prestigious profession-akin to other professions like medicine, law or economics. Respect and value for a profession is one of the most basic requirements for a profession to flourish.

The best practices of the Finland model have been highlighted and explained with their adoption to the Indian context:

#### **1. *Schools equitably financed-***

Schools in Finland are equitably financed. This leads to equal financial resources to all schools. Financial resources play an important role for a school's development in terms of building a decent infrastructure, providing the basic resources and facilities to students, teachers and management, providing adequate and competitive salaries to teachers, arranging the required sessions etc.

In India, many government schools face the major drawback of lack of infrastructural facilities. If schools could be equitably financed, it could ensure greater equality in terms of facilities provided to all schools and teachers which can further be a motivating factor.

## **2. *Teachers responsible for curriculum design and student assessment-***

In Finland, teachers in each school are responsible for collectively designing the curriculum of that school and assessing the students. The curriculum is designed by complying with the centralised course prescriptions. Thus teachers have the autonomy to decide what is to be taught in their school, in what way and in how much time it is to be taught.

Moreover teachers are also responsible for the assessment of students. What makes Finland's education model innovative is the fact that in schools, assessment is carried out by comparing an individual's current performance with his/her past performance instead of making inter-student or inter-class comparison. This helps in the individual improvement of each child.

In India though this assessment system may not be easily adopted, yet it proves to be a good reference for the future.

## **3. *Practice basic teaching skills-***

Teachers in Finland schools are made to practice teaching sessions and skills in front of other colleagues in order to get feedback and suggestions on the same, before they can teach the same in class. This leads to improvement in teaching techniques as well as pedagogy content. Such practices can prove to be helpful for the Indian context.

## **4. *Weekly planning with staff members-***

Teachers in Finland spend fewer hours teaching compared to the average teaching hours in other countries. This is given the fact that they devote more hours to planning and training. Planning and discussion sessions are conducted to plan for the week ahead. This leads to clarity in pedagogy and more effective teaching inside classrooms.

These are some of the practices adopted in two of the most successful education models in the world, which could lead to better teacher satisfaction, motivation and performance. Most of these classify as non-monetary incentives to drive teachers and could be adopted in the Indian context.

## POLICY RECOMMENDATIONS:

### MONETARY INCENTIVES

Considering the current Indian scenario, financial incentives do tend to play an important role as employees tend to be impacted by monetary benefits sooner than they would be by non-monetary incentives. In the short run, the former could definitely help.

#### 1. PERFORMANCE-PAY FOR INDIVIDUALS

Having a performance-pay system for individual government school teachers with the following implications:

- 1.1. Increment be based on student performance in tests conducted in school.
- 1.2. The student assessment be done by other branches of the same school, or by an outside body like in the case study conducted in Andhra Pradesh by K. Murlidharan.
- 1.3. If the assessment is to be done within the school, then annual tests could also be conducted by outside agencies and any discrepancies between the two results could be identified.

Teachers should to be paid on the basis of combined results of the two.

#### 2. PERFORMANCE-PAY FOR SCHOOLS

Having performance-pay system for teachers collectively, based on school performance:

- 2.1. The average of each grade of the school in centralised exams be taken to calculate incentive for group of teachers teaching the particular grade.
- 2.2. Group incentives would lead to collective motivation and counter individual issues.
- 2.3. Group incentives would also motivate all the teachers to perform, in order to collectively avail the benefits of the incentive structure.

### NON-MONETARY INCENTIVES

As the paper recognised the need for non-monetary incentives in order to yield outcomes in the long term, the following recommendations have been made:

#### 3. NEED-ANALYSIS TRAINING FOR TEACHERS

Currently there is major problem in the field of teacher training. The following has been recommended:

Principals must identify the training required for different teachers in their schools. The need could be identified subject-wise, experience-wise or collectively.

- 3.1. On identification of the key areas in which training is required, the Principals could then contact organisations like SCERT, DIET for sending resource persons suited for the training needed in their schools.
- 3.2. Or like private schools, government school principals could directly approach specialists and have them train the teachers as per the requirements.
- 3.3. Generalised training sessions could also be conducted based on length of service. Say teacher having 1-2 years of experience could be sent to sessions different than ones with 3-4 years of experience, as teachers with same experience are likely to face similar problems and benefit better from such training sessions.
- 3.4. Teachers could also be given different colored badges to depict the number of effective training sessions a teacher has attended. Badges could also be linked to teacher achievement. This would give teachers a sense of accomplishment.

Further there needs to be a proper follow-up mechanism to ensure that the training imparted has been implemented. Follow-up could be carried out by the Principal herself, or Head of Departments or resource persons who provided the training.

This will lead to need-based training and follow-up of the same. This will also save time of teachers in going to week-long sessions which are conducted during working days which may or may not benefit all those who are a part of it.

#### **4. WORKSHOPS FOR PRINCIPALS**

Principal plays a vital role in every school. Thus principals need to be made aware of their authority, and learn to exercise the same.

- 4.1. Monthly workshops for principals could be conducted by experienced education officers in order to discuss the progress of schools, discuss new management methods, and motivate them to follow the same in their schools.
- 4.2. Such workshops should be made mandatory for all principals, and be conducted on the weekends to avoid absence from schools.
- 4.3. Workshops could also be used to discuss major issues faced in schools

#### **5. COUNSELLING**

Counselling can help in getting regular feedback from the teachers, and address their grievances.

- 5.1. Principal must have a counselling or discussion session with all the teachers at least twice a month, to discuss the course progress in their classes, student participation and future pedagogy planning.

Such meetings could also be used in:

- 5.2. Keeping a check on whether the timetable is being followed, and how can one teacher help the others.
- 5.3. Verbally appreciating the ones who are doing well, and motivate the others to improve their performance.

## 6. SCHOOL LEADERS

School leader is an individual who is committed to the school and wants to bring about a desirable change. It could be the school owner, principal, headmistress, school manager etc.

ISLI started with school leaders training program in Delhi where a list of principals was identified in collaboration with other organisations. These principals were then contacted and told about the program. Willing principals were called for interviews, selected and then trained under this program.

6.1 School leaders either remained a part of the same school.

6.2 Or school leaders were hired by principals in schools where a need for an external help was felt.

School leaders help in the following way:

6.1.1. The school leaders are given full responsibility of the school. They use the training they received under the program to train, motivate and help the teachers, management as well as students.

6.1.2. They go for regular checks in classrooms to observe the teacher's performance and student participation.

6.1.3. They also conduct daily meetings with the staff including motivational talks on how they can further improve their pedagogy.

6.1.4. They try to relate teaching to real life experiences to keep the students engaged. Innovative methods like using a handkerchief for depicting shapes while teaching geometry are also encouraged.

6.1.5. Teachers are sent for workshops during vacations, and on improved results after application of the training, they are given increments.

Currently school leaders are appointed in about 11 schools which include MCD, government and low-cost private schools. The teachers in these schools may not be B.Ed degree holders. This model is a good example of how leaders can motivate and train both qualified and non-qualified teachers to perform better<sup>9</sup>.

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<sup>9</sup> Meier (1998) noted that all principals do not have the time or knowledge to be instructional leaders for their schools. She suggested that this situation could be addressed by letting others in school community to take the lead. Accountability to community members and stakeholders is of utmost importance.

The performance review and promotion of teachers in these schools is based on students' results, parents review, students' attendance, teacher attendance etc. The complaints registered against a teacher by parents or students are also given consideration.

Further some school leaders also introduced the concept of "Student of the Month" in each grade which is based on factors like student participation, punctuality, regular homework completion apart from test outcomes. They try to make sure that a different student gets the title each month in order to motivate all.

School leaders have also adopted measures like outings for teachers to increase their bonding and improve teacher satisfaction.

## **7. ROLE OF TEACHER UNION**

The role of Teacher Unions in India could be changed from an "industrial" model to a "professional" model. This implies the need for unions to put greater emphasis on promoting professional training and development of teachers, instead of solely focusing on wage-increase for teachers. The same recommendation was also made in the World Bank Report of 2009.

Initiatives have been taken by unions in India with respect to teacher training. Such initiatives should be encouraged in the future as well.

## **8. TEACHER ACCOUNTABILITY**

One of the biggest challenges to teacher performance is the lack of accountability. The same must be countered by:

8.1. Making teachers accountable on a daily basis to the Principal, School Leaders or Head of Departments.

8.2. Teachers must also be answerable to the parents for students' performance in schools. Regular meetings with the parents must be held for the same and parents' feedback be given proper consideration.

8.3. Accountability must not be confused with autonomy. Teachers should be given the freedom to discuss and adopt new teaching ideas, and not be bound to report at each level. But at the same time they must account for the outcomes of pedagogy in the form of student participation, test results and improved learning.

## **9. PRIORITISING DUTIES**

The main duty of teachers must be prioritised above all others.

9.1. No extra duty should be assigned to government school teachers during working days.

9.2. Other administrative duties must be assigned only during holidays, and with the consent of the teachers.

9.3. Additional work like accounting, cash book maintenance, opening bank accounts for students, head count etc. must be assigned to non-staff members.

9.4. The principal must ensure proper allocation of duties in the school, and provide teachers the opportunity to focus primarily on teaching and student learning.

## **10. REVIEW SYSTEM**

Teachers must be reviewed in an unbiased and fair manner.

10.1. Ratings shall be based entirely on the prescribed measures of assessment.

10.2. Ratings given by the Principal or Head of School must be comparable with the parents', peer and student feedback.

10.3. Ratings shall also be based on performance in tests conducted by outside agencies, and not on the impression with the Principal.

10.4. Review system for teachers must be transparent enough to show the parameters on which they were rated, and such review must be shared with the entire faculty to avoid any grievances based on personal biases.

10.5. Teachers must be given enough authority to question ratings and ask for suggestions to improve the same.

## CONCLUSION

The paper has identified the challenges faced by teachers, and the factors that hinder their performance. Primary along with substantive secondary research has helped in deep analysis of the key issues. The paper has also looked at the effective teacher incentive practices in other schools in India, and how they can be applied to government schools. There is no one particular model to address all the problems. However innovative initiatives, global best practices and solutions to the prevalent scenario have led to recommendations in the form of specific practices and measures which could be adopted in the Indian context.

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## ANNEXURES

### ANNEX A

1. Questionnaire for government school teachers:

What are the benefits available from teaching in a government schools?

What aspect do you like the most about your school?

What is the average attendance of students in your class? What are student motivations for learning?

Is the school environment conducive to teaching?

What are the challenges you face in school? (Infrastructural, student attendance, up-to-date educational facilities)

Did you consider teaching in a private school? Why or why not?

Do you also tutor students outside classes? Why or why not?

Are you a part of the teacher unions? Are all teachers required to be a part of the union?

How do teacher unions promote teacher betterment?

2. Questionnaire for government school principals:

How competitive are salary packages for teachers relative to other government schools and private schools?

What are the benefits provided of being a government school teacher not available to private school?

What are the teaching/teacher qualities that contribute to effective student learning?

Mechanism or provisions to enforce incentives.

What aspect of teaching (or lack thereof) are they most concerned about. And any specific measure to change that?

Do they have the autonomy to implement the change or are dependent on the government for it?

If dependent, how long is the process? (Example to fire a teacher/warn/threaten to fire)

What is your view on the ideal incentive scheme given their experience?

3. Questionnaire for private school principals:

What are the benefits provided to teachers in your school?

What motivates the teachers to perform better?

Which are the teaching/teacher qualities that contribute to effective student learning outcomes?

Are there any teachers in your school who have earlier taught in government schools?  
If yes, how well has their performance record been in comparison to other regular teachers?

What degree of autonomy lies in the hands of a principal? How does it impact the teacher performance?

What as per you would be the ideal incentive structure for teachers?

4. Questionnaire for school leaders under ISLI school leaders' program:

What exactly is the role of a school leader?

What kind of training do they provide to teachers?

What role does training play and how is it implemented?

What incentives, both monetary and non-monetary drive teachers to deliver better results?

Do promotions take place? Are they based on performance or experience?

How the working environment is made conducive to teaching?

What are major aspects for teacher motivation in your view?