

Challenges of Teacher Management in the Developing Countries: Quality Development Movement

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Abstract

The demand, supply, deployment and training of teachers in the schools are very crucial issues in the present context. It has been presumed that there will be a great demand for teachers in the schools till 2022 across the countries as well as Education for all (EFA) (2015) has projected that there is a need for recruiting around 20 Million teachers (5.9 new teachers required and 14.4 million required to replace departing teachers) all over the world by 2023 to achieve universal primary education. These figures place lot of challenges among the policy makers to deal with issue of managing teacher recruitment, deployment and training as well as retraining them.

Everyone seems to believe that because primary education is of low quality, there is no enough competent teachers available. Getting qualified and motivated teachers to teach in schools is a difficulty, as far as teacher training is concerned. Many of the countries are hard pressed on account of resources and are not in a position to provide adequate salaries, also remunerations provide proper service conditions to the teachers. The EFA targets on one hand and the socio-economic constraints of the countries, on the other in order to attain Universal Primary Education (UPE) have also placed utmost importance on the teachers and the schools. The resources, training programs, and administrative structure, however, are not in line with the quality of instruction and learning. The way that education is delivered in schools and the national aims and objectives are not aligned. The end result is subpar instruction in unsupervised schools. It is a clear indication of deviation of the path movement or trajectory in achieving good quality education in the schools, which require urgent reforms and rectification. Countries like USA, Europe and Japan have given greater importance to teachers and their service conditions.

This paper is an attempt to highlight on the issues relating to Teacher Management and their entitlements not only in Iraq but across the countries and means to improve the gigantic task of teacher management vis-à-vis quality initiatives.

Keywords: teacher management, teacher entitlements, quality education, trajectory, trained teachers

Introduction

Teacher management issue is an essential for the growth of learning and education in the developing countries. Due to the fact that it took up all of the resources meant for improvement of education, managing the vast number of teachers across the countries has also proven to be an enormous undertaking. While adequate entitlement to the teachers such as school infrastructure, learning material, teaching material on one hand other entitlements in terms of efficient service conditions, professional development and motivation which can empower teachers and contribute to the development of education of a country has been occupied the back seat. The populist mantra statements " Access to All Children", and " Education for All" are seen as an important input in the development of the society and with larger interest of developing the nation in its larger framework. While addressing issues of access, equity and participation and the quantum of resources to handle the schools by roping in educated youth as teachers has become very crucial to appoint a variety of teachers, para-teachers and many such categories of teachers who have entered the arena of education system (Gottelmann,&Yekhelf,2005). These efforts have remained quick remedies for the growing demand of schools and bringing more and more children into the ambit of education. However, the challenging task which remains untouched is the question of achieving the real goals of education per se, the question which is very crucial and needs to be addressed is- whether the schools are serving the purpose of providing proper education which can be a very important input for national development and generating employment by creating good quality knowledge and skill based citizen for the country? Whether the type of teachers recruited will be able to provide quality education? Will the inadequate teacher management system has the capability of bringing qualified and motivated teachers in order to provide quality education in the schools? What will be the effort of government in order to address such issues in the larger interest of the nation? Mere opening of schools and appointing teachers-will be able to serve the purpose of the broader objectives of educating and education vis-à-vis quality education ? If not what will be the role of the policy makers in addressing such issues?

This paper is an attempt that has been made to discuss the teacher related issues such as teacher requirement and challenges of its management; various kinds of facilitating structures and entitlements

required for creating motivated teaching staff; and experiences of countries in order to overcome problems of school teachers, in other words , creation of a good teacher management system (i.e., rectification of teacher management trajectory for development) in the countries.

A Deviated Trajectory- Teacher Entitlements and Expectations- A Mismatch

A closer examination for the teacher entitlements (Table 1) whether it is in Iraq or the other countries in the process of development, all are stumble upon the entitlements necessary for a teacher to embark upon the most important duty they perform, all the countries lag behind in providing them the basic inputs to become a good teacher and to deliver quality education in the schools. In the absence of such basic provisions to the teachers- many of the countries fail to move in the right path of attaining schooling quality which builds the foundation of the children in the school- this deviation in the schooling quality trajectory affects the educational standards of the learners. Therefore , it is very much essential for the policy makers, planners, and administrators to set right the trajectory of the school teachers by adequately fulfilling .The rights to adequate pre-service instruction, employment, placement, appropriate service conditions, career development, suitable payment structures, and sufficient educational resources to effectively carry out the duty of teaching in the school, as well as appropriately defined mechanisms of professional development through contemporary technologies and libraries, etc.

Table 1: Teacher Entitlements and Expected outcomes

Teacher Entitlements	Expected outcome of the Entitlements
Pre-service qualification from a quality teacher training institution	Teaching capability
Selection and Placement	Proper selection process-transparent and right to teach effectively
Service conditions in the schools with all the TLM facilities and school conditions	Enables to teach effectively
Academic Support and In-service training	Continuously upgrades teaching skills
Salaries and other perks	Makes teacher self-reliant in economic front and need not look for tuitions

Adequate support from school Head and teamwork in school	Division of work load and work assigned according to talent
Grievance redressal and motivation from supervisors in the Education Department	Problems are taken care-teacher is motivated and teacher efficiently
Career mobility	Removes lethargy ,stagnation and encourages to work with motivation
Rewards	Gives encouragement and creates enthusiasm to serve more

The EFA (Education for All)- GMR (Global Monitoring Report) (2015) emphasized the importance and need for more teachers by giving them a pivotal role in the education system and stated that " Teachers are the front line providers in education. Delivery of quality education is critically dependent on having a sufficient supply of properly trained and motivated teachers. How teachers are deployed also has an important bearing on equity and learning outcomes". The EFA-GMR (2020) has also highlighted the acute shortage of teachers in many of the countries and there is a need for recruiting around 20 Million teachers to achieve UPE by 2023 .This is more so in the sub-Saharan Africa, where there will be a need for 1,45,000 teachers annually ,while the countries in the South Asian Region will require 3.6 million additional teachers in order to achieve Universal Primary Education by 2023.

It has been ascertained in the EFA report (2015) that there is acute shortage of trained teachers in the primary schools , and there are still many teachers who are yet to receive training in order to become trained teaching force for the schools (see Table 2). The demand on one hand and the dearth of trained teachers is a major challenge for the countries on the other hand and there is an urgent need to plan strategies to train the future teachers who will be recruited to teach in the primary schools.

Table 2: Trained Teachers across Regions

Regions	Male	Female	Total
Countries in Transition	100%	100%	100%
Developing Countries	92%	79%	85%
Arab States	99%	100%	100%
Central Asia	-	-	93%
Latin America	87%	88%	88%
Caribbean	30%	80%	74%

South & West Asia	70%	67%	68%
Sub-Saharan Africa	84%	86%	85%

Source: EFA-GMR (2015)

There is another major challenge that is of the pupil/ teachers ratios ,and it is a well-known fact that the American and European countries have adequate number of teachers according to pupils , but this is not possible for the countries in transition and in the process of development and the pupil/teacher ratios are higher as there is a shortage of teachers and the strength of the schools being higher. It will be observed that the Asian and African countries are having the highest pupil teacher ratios (See Table 3)

Table 3: Pupil / Teacher Ratio in primary Education across Regions

Regions	Lowest PTR	Highest PTR	Average PTR
Arab States	10 Kuwait	40 Iraq	25
Central Asia	13 Azerbaijan	33 Tajikistan	23
Latin America & Caribbean	8 Bermuda	40 El-Salvador	24
South & West Asia	16 Maldives	83 Afghanistan	50
East Asia & Pacific	13 Brunei	50 Cambodia	32
Sub-Saharan Africa	19 Liberia	63 Chad	41

Source: EFA-GMR (2015)

Teacher Management

The practices and outcomes of personnel management must be satisfactory; excessive and understaffing of educators in schools must be prevented; educators and other personnel involved in teaching must possess competencies and motivation; they must be provided with opportunities and support to advance professionally and in their jobs; and the lack of resources should never compromise the quality of teachers.

There is a great problem of teacher deployment due to administrative bottlenecks resulting with the regular teachers manage to get posting in the urban areas and the disadvantaged areas are rendered without any teacher causing a disparity in the distribution of teachers. For instance, due to lack of proper planning in place the countries like Kenya and Zambia do not

have sufficient number of teachers in the classroom although there is an abundance of qualified teachers who are unemployed or employed outside the public education sector. In Zambia in 2010, up to 9,000 trained teachers were employed even then many rural schools were functioning with as high as 100 pupils to a class (Education International,2009). In Lesotho, Sierra Leone and Malawi it was very difficult to recruit staff for rural postings. PTRs are higher in sub-Saharan Africa and South Asia (Bennell & Akyeampong, 2007). Mozambique, Congo, Chad, Ethiopia, and Pakistan struggle with more than 80 children per class (UNESCO,2009;DFID,2005).

What is Deficient?

There is a sense of dissatisfaction among the teachers due to the lack of proper information, transparency, objectivity and professionalism in staff management, this is aggravated by inadequate and ineffective grievance procedures or the weakness of those bodies defending teachers' professional interests. The expectations on the part of the policy makers and the administrators are too high to be accomplished. The lack of proper in service training to teachers is another immediate concern for the countries as the quality of teaching is affected by untrained and lowly qualified teachers. The creation of additional training infrastructure is a constraint due to the lack of resources. On the other hand, low salaries, lack of training and support, lack of grievance redressal mechanism and transparency in the management system have affected the teaching – learning process in the school.

Changing Teacher States and Support

Increasing in the number of temporary teachers at a reduced cost without putting additional pressure on the budget, has implications on the state policy for the future. Inequity in payment of salaries may also lead to intermittent unrest among the distraught temporary teachers. In addition, the temporary teachers recruited to the system with low qualifications and without proper training will have implications on the quality issues of schooling (Panda, 2006).

Similar efforts have also been made in many of the countries, for instance , the Senegal government in order to meet the teacher demand recruited Volunteer teachers through a project mode which was commissioned in Senegal during 1995 is still continuing and provides acceptable living circumstances for a young, single volunteer in rural areas (criteria based on age, marital status, and prior experience); restrict the duration of volunteer work to a manageable amount of time while

guaranteeing continuity with a two-year contract that can be renewed only once; concurrently, to create opportunities for volunteers to take regular teaching positions. However, some of the countries also roped in the resources of the School Development Committee or the Parent Teacher Associations in the school are not affected. Some of the African as well as Asian countries such as Nigeria and Sri Lanka, the PTA and SDC as well as the old students association of the respective schools pay for the salary of teachers in the event of teacher shortage (Panda, 2006).

Salary Entitlements

The low salary structure has made the system of teacher management ineffective, the teachers have to supplement their salaries with some kind of additional earning affecting the teaching time in the schools. Global Education Monitoring Report (2020) reported that due to low salaries and service conditions the status and morale of teachers in most of the African countries. For instance, in Cambodia, the teachers demand their students to attend private tuitions and the parents have no option ,but to send their children to private tuitions, although they are not happy with such an arrangement ,but accept the reality that the teachers are lowly paid and if they do not subscribe to private tuitions ,they will not be in a position to earn adequately for their livelihood. While in African countries ,the teachers do farming, horticulture and sell poultry products in order to commensurate their salaries which are very low, and the society accepts it as well as the management has to keep its eyes closed, lest it will lose a teacher. The private tuitions and additional supplementary employment have been practiced in most of the Asian and African countries by the teachers in order to commensurate their low salaries, the community also reciprocates such emerging situations in their respective countries as the teachers have to work harder to earn money for their livelihood (Duthilloul,2005; Bray,2007,2013; Subedi,2018)

Training and Skill Development Entitlements

Trained teachers have better professional attitudes and positive effects on pupil achievement (Avalos,1980). It is a paradox that many of the countries do not have training centers in order to provide in service training to the teachers. The lack of teacher training centers as well as the resources and resource persons to undertake such activities is a major lacuna (Eleonora &Reimers,2003). The teachers once recruited to the system remain there without any in service training till their retirement. In Africa, the training services take various ways, for example, in Kenya, teachers do not get any pedagogical induction when a new curriculum is introduced, which leads to failure of goals and objectives of the new

programmes. The Nigerian government has made efforts to train the lowly qualified teachers recruited in remote areas where there is a shortage of qualified teachers, they have evolved a training programme of 5 year in service training programme in the National Teachers Institute, Kaduna, Nigeria, this certificate has enabled them to obtain a Nigeria Certificate in Education and benefitted them for career advancement.

In some of the poorest countries of the world, the initial teacher training provided is of low quality and due to lack of resources no further in service training is provided to the teachers as there are no teacher training institutes available, this has resulted in having teachers with low skills to manage the schools (Leu, 2004; Lewin & Stuart, 2003). Recent trends show that Lesotho and Tanzania have reduced initial teacher training to two and four weeks respectively. In some instances significant pre-service training has been abandoned altogether in favour of using contract teachers (Education International, 2009).

On the other bank of the world, one of the Asian countries, Iraq ,the status and capacity of the in-service teacher training is referred to in 2010 report through a joint project of United States Agency for International Development (USAID), Management Systems International (MSI) and the Iraqi Ministry of Education. The report assures that the physical facilities of the training centers are operational, but of generally poor quality. The MSI report recommends that in-service teacher trainers should undertake courses in modern pedagogy, subject matter, and training skills. It is also recommended that the training program must be expanded and become more focused on needs diagnosed at the local/provincial level (USAID, 2012).

Entitlement of Career up Gradation and Promotion

The countries due to lack of resources on the one hand and other priorities of socio-political nature have placed the teacher issues in the back seat. The mobility in the career is not demarcated resulting in lack of motivation and interest in school teaching. Teachers stagnate in one job for too long. It was reported in African countries that the promotions are not based on merit but it is haphazard and biased rendering the performing teachers de motivated, while the Asian countries have found at least that there is a need for providing one training before promoting the teachers, but the task is too big as there is ,in many countries , a shortage of teacher training institutions .The non-availability of upward mobility in their career, the teachers tend to suffer from low morale and loose interest in teaching. On the other hand, the teacher management structures lack

proper grievance redressal mechanism to look into the problems of the teachers and solve them and motivate them to perform better.

Entitlement of Motivation

Teachers discover that motivation and morale in schools are weak and deteriorating when they are faced with challenging circumstances and insufficient resources. Teachers, who are also the products of a poor educational system, are sometimes viewed as roadblocks to educational reform rather as essential human resources. They are frequently blamed of being responsible for the issues inside the school system and the inadequate learning outcomes of the students.

In most of the developed/ poorest countries, the teachers have to work in harsh conditions sacrificing the needs of their family members, especially in the sub-Saharan Africa- the teachers have to seek for additional part-time jobs in order to compensate the low income they get out of their teaching jobs. The schools have inadequate facilities in terms of teaching learning material, furniture and resources to cope up with teaching. The female teachers are the worst sufferers as there are no toilet facilities available, they abstain from the schools during their menstrual periods (Mpokosa & Ndaruhutse, 2008). The teacher pupil ratios are higher in the countries and giving attention to all the children becomes a challenge. Similarly, the teacher work load in terms of other duties assigned by the government, double shifting, multi-grade teaching absence of training and academic support and opportunities of career development and mobility affect teacher motivation, where the teachers are working forcefully rather than out of motivation and personal satisfaction. This perhaps may be a result of recruiting poor quality teachers (Iraq) who are low performers and failed and no interest in going for further studies reluctantly take up teaching job. In Oman as well as many of the countries ,the students who do not get any other avenues for joining professional studies take up teaching job.

It is therefore, important for the administration of the countries to develop efficient teacher management systems and put in place proper governance of schools and a systematic teacher deployment programme. Many of the researchers suggest for non-salary incentives to teachers in order to encourage and motivate the teachers to serve better in the schools. The non-salary incentives may be in the form of schools nearer to the teachers' place of residence, free housing ,food and clothing allowance, health insurance cover, subsidized travel benefits or sufficient travel allowance, hardship allowance ,increments to serve in the areas served by the disadvantaged population and scholarships for educating the children

of teachers etc. While providing such incentives to teachers, it is essential for the governments to ensure that these incentives are managed timely and effectively , so that the teachers do not face any hardship in availing such incentives ; ultimately good governance for teacher management can help and ensure effective teacher participation.

Setting Right the Entitlement Trajectory of Teacher Development-Initiatives Followed in Different Countries-A Discussion

The right to Education Legislation (1984) and its amendment in (2005) which has been passed in the Parliament of Iraq is a boon for not only to have quality education ,but also addresses issues of teacher management .On one hand, the RTE Legislation in Iraq is committed to make available all necessary provisions to the schools as well as the teachers. It also has equal expectations from the teachers in delivering the goods adequately and does not give any scope to default on this account which may lead to some kind of punishment as per the guidelines of the RTE legislation. The RTE Legislation ensures qualified and trained teachers in each and every school irrespective of their place and location, to the category they are serving and clearing the myth of " poor quality school to poor citizens and localities", this act is more progressive addressing the issue of equity, equality, and quality in the entire country.

In Tajikistan, the teachers serving in rural areas are provided free electricity and other public services. In addition, if a teacher is teaching multiple classes ,they are paid multiple class teaching allowance, these added benefits are paid to the teachers in addition to their normal salaries. Several Latin American countries have packages of incentives for the teachers such as rural or remote area salary bonus in Ecuador, as well as isolated area of Bolivia and Honduras. In case of Peru ,the newly recruited teachers as a policy have to serve the rural areas for certain period-this policy has enabled the rural areas to have qualified teachers from time to time. In the absence of teachers, the teachers of the regular school in Egypt can teach the class of the teacher who is on leave, this entitle the teacher to earn about 3 Dollars per such class which is an extra earning.

The Nigerian government has embarked upon a noble idea of recruiting the retired school heads and principals who are in good health as " Neighborhood Inspectors" to help the teachers and guide them and assist the inspectors of the schools in monitoring the schools within their localities and ensure proper teaching –learning takes place in the school.

In Seychelles, the government has introduced Primary Teacher Professional Development Programme (PTPDP) for the benefit of the

teachers for improving their capacities. This programme consists of six modules, with each module is ten sessions where the five sessions of 4 hours each of which are conducted on a Saturday on a fortnight basis and the remaining 5 sessions are conducted during the school vacations. Untrained teachers undergo training in all the 6 modules, while the trained teachers can choose any three modules and undergo training. In case of Iraq, there is Training of Trainers (ToT), once teachers undergo this programme, they become trainers (master trainers) so that they can train more teachers in the locality.

Professional growth or professionalization of teacher education has remained a priority in Japan and United States of America. The freedom to work with continuous professional growth perhaps can generate motivation and commitment on the part of the teachers, as their voices are heard and they are consulted on issues of teaching learning that take place in the schools. Six major interrelated domains influence teacher development in the form of learning from more experienced colleagues, a safe environment, important occasions, collaborating with educators from different schools, assuming positions, and participating in service education programs both inside and outside of the classroom. Three assumptions serve as the basis for these. According to Shimahara (1998), (a) teaching is fundamentally a cooperative activity that may be enhanced via collaboration; (b) collegial planning is a crucial component of teaching; and (c) encouraging peer participation among teachers through a variety of school activities is a crucial aspect of teaching in the classroom. Teachers' opinions, views, and experiences as implementers of school reform are given more weight in the United States of America (Linn et al., 2000). The "No Child Left Behind" Act, which was enacted by the Donald Trump Administration, prioritized teacher responsibility and gave educators' and schools' work the highest regard (Ornstein & Levine, 2008).

High degrees of dependency and collegial collaboration among teachers—both novice and seasoned—are partly a result of Japanese schools' structural and cultural characteristics. Peer support and collaboration, teacher transfer, and openness to observation and criticism are important aspects of teacher development in Japan that create an atmosphere of professional growth. These characteristics demonstrated how Japanese teachers are ingrained in the specific norms, attitudes, and behaviors of their profession and encouraged teachers' dedication to continual professional development and consistency in their profession (Sato & Mc Laughlin, 1992). Perhaps these countries are in a better position to provide adequate manoeuvrability to the teachers in their professional

development and teaching by making teachers more responsible and accountable to the society.

Studies conducted by Mpokosa & Ndaruhutse (2008) in 5 countries of Malawi, Uganda, Guyana, China and Ethiopia cited reasons for Teachers' low motivation affects their performance and the quality of education because: (a) they take on other jobs in addition to teaching; (b) they leave teaching whenever they can; (c) they do not teach; (d) they use inappropriate methodologies; (e) they do not consider the needs of their students; (f) the quality of teaching is poor; (g) there is less community confidence in teachers; and (h) the country's education system is weak and its economy suffers (Mpokosa & Ndaruhutse ,2008).

However, the developing countries are still making efforts to implement laws that will raise teacher's competency. While, the Organization for Economic Cooperation and Development countries (OECD) are successful in fulfilling the entitlements of teachers in respect to their service conditions, career mobility , professional growth ,academic support and motivation, whereas the countries in the process of development are still facing hurdles in defining as well as providing the required entitlements to the teachers which is jeopardizing quality of education. This is exactly the deviation from the trajectory of education development which is being the point of reference in the paper. The countries have to work out educational plans which can put the schooling , teachers and the quality in the right trajectory ,so that educational goals can be attained with quality. There is a need to focus on issues related to development of professionalism in the education system at the management level. It is a very well-known fact that the system of managing teachers by various state governments in the country is not adequate which are creating cadres of disgruntled teaching force. In addition, the inadequate provisions in terms of teaching-learning facilities in the schools also add to ineffective transmission of teaching –learning process affecting schooling quality. Govinda (2009) aptly stated that " Unfortunately, teacher training programmes continue to be oriented towards mono grade teaching situations . Teaching- learning materials used are rarely geared to teaching in multi-age and multi-grade settings."

Conclusion

It is necessary on the part of the nations to develop institutions which can be efficient and sustain the development taking place in the world and mere multiplicity of institutions of similar kinds may at times affect the educational development in the country and creep upon the valuable resources. Sincere efforts should be made by the countries for not only

creating institutions and systems for teachers, but also to enable them to deliver the goods efficiently so that they can adequately as well as satisfactorily fulfill the teacher entitlements in order to put the education system in the right trajectory and achieve quality education in the schools which is the utmost goal a country would like to achieve in this competitive world.

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