

## Terms of Reference

**Country: Pakistan**

**Project:** Getting Results: Access and Delivery of Quality Education Services in Balochistan (GRADES-B)

Project Number: P507512

**Assignment Title:** Hiring of Consulting Firm for Development of Teacher Career Progression and Professional Pathway Framework

**Reference No.** PK-PMU-SED GOB-534523-CS-CQS

Key Notes: (for reference only)

1. Existing service rules for teachers have been revised and approved by the School Education Department, Government of Balochistan.<sup>1</sup>
2. Teachers Recruitment Policy 2014
3. Teachers Recruitment Policy 2019
4. Teachers Recruitment Policy 2024

### 1. INTRODUCTION

With reference to the Teacher Management and Development Reforms prioritized under the *Getting Results: Access and Delivery of Quality Education Services in Balochistan (GRADES) Project*, the **School Education Department (SED), Government of Balochistan**, intends to engage a qualified consulting firm to provide technical assistance for developing a **comprehensive Teacher Career Progression and Professional Pathway Framework**. The engagement aims to strengthen institutional capacity within SED for evidence-based teacher management, establish a structured and transparent promotion system, and align career advancement with competencies, professional development, and performance. This framework will also embed measures for teacher motivation, wellbeing, and professional recognition as critical enablers of retention and improved classroom performance. Through this assignment, SED seeks to lay the foundation for a sustainable and merit-based teacher career structure that ensures continuous professional growth, equity, and accountability across all teaching cadres, while promoting fairness for female teachers working in remote and hard-to-reach areas.

### 2. BACKGROUND:

The School Education Department (SED), Government of Balochistan, with the financial and technical support of the **World Bank** through the GRADES-Balochistan Projects, is implementing a series of reforms aimed at improving access, quality, and governance of education in the province. One of the key reform areas under the GRADES-Balochistan Project is **teacher management and professional development**, which focuses on strengthening teacher recruitment, deployment, training, performance evaluation, and career progression mechanisms.

In recent years, the School Education Department has also revised and approved updated service rules for teachers, creating an important window of opportunity to align promotions, roles and responsibilities with broader teacher management reforms under GRADES-Balochistan.

At present, teacher career advancement in Balochistan is governed by multiple **service rules for grades 1–15 and 16–above**, separately for male and female teachers. However, these

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<sup>1</sup> Service rules for teachers are available for review at [EMIS.gob.pk](http://EMIS.gob.pk)

service structures are largely tenure-based, lacking a coherent link with teacher performance, professional competencies, and capacity development, and do not provide a constructive system of incentives to drive performance and equitable distribution of teachers across the province. Additionally, there are no teacher appraisal practices and teacher performance is insufficiently linked to classroom evidence, student learning progress, or professional growth portfolios.

The absence of a structured **career pathway**—defining the competencies, timelines, certifications, and eligibility criteria for each stage of professional growth—has contributed to limited motivation, inequity in promotion, and weak accountability within the teaching workforce. Furthermore, the current system requires a reconsideration of performance reward; it also needs alternative advancement pathways for expert classroom practitioners who may not wish to pursue administrative or academic roles.

The teacher recruitment in Balochistan has been governed by successive recruitment policies issued in 2014, 2019 and 2024. While these have progressively refined entry routes into the teaching cadre, they were not fully aligned with a competency-based career pathway, CPD requirements and deployment needs, and therefore warrant a structured review as part of this reform.

To address these challenges, the SED intends to engage a **qualified consulting firm** to design and develop a **comprehensive Teacher Career Progression and Professional Pathway Framework** for Balochistan, building on existing service rules, project objectives, and national and international best practices. The framework will propose a phased transition to competency-based teacher licensing aligned to CPD and promotion requirements.

### 3. TECHNICAL ASSISTANCE OBJECTIVES

The objective of the consultancy is **to develop a Teacher Career Pathway and Promotion Framework that provides clear, merit-based, and performance-oriented progression routes for teachers.** The framework will define:

- Levels and designations within the teaching cadre,
- Minimum service durations and eligibility criteria for each level,
- Professional qualifications and certifications required for advancement,
- Mechanisms for assessment, promotion, and recognition, and
- Alignment with teacher training and CPD cycles.

In addition, the framework shall:

- Establish a Competency Standards Framework for each stage of a teacher's career linked to classroom practice, inclusion, subject knowledge, and professional values.
- Introduce dual professional pathways, (a) Teaching Excellence Track and (b) School Leadership Track, to ensure expert teachers can progress without leaving classroom roles.
- Integrate performance evidence from multiple data points including structured classroom observation, student learning progress trends, peer and headteacher feedback, and professional portfolios.
- Strengthen teacher motivation through recognition mechanisms, mentoring roles, and wellbeing support elements embedded in career advancement.
- Propose phased introduction of teacher licensing aligned with competency progression and renewal based on ongoing professional development.

The framework shall serve as the foundation for amending service rules and institutionalizing a transparent, competency-based career system for teachers in Balochistan.

#### 4. SCOPE OF WORK

To achieve the objectives of this assignment, the consulting firm will adopt a comprehensive, participatory, and evidence-based approach to ensure that the proposed Teacher Career Progression and Professional Pathway Framework is practical, contextually relevant, and aligned with the needs of the School Education Department (SED). The assignment will be carried out in close coordination with the PMU. The firm will combine a detailed desk review with field consultations, comparative policy analysis, and stakeholder validation to ensure ownership and sustainability of the proposed reforms.

The consulting firm will undertake a comprehensive and phased process, including desk review, consultations, field study, and policy drafting. The key tasks shall include, but not be limited to, the following:

##### (i) Review and Diagnostic Analysis

- Review the existing **Balochistan Secondary Education Department (School Branch) (Men & Women Sections) (BPS-01 to 15) & (BPS-16 & Above) Service Rules, 2020** for both male and female staff.
- Identify overlaps, inconsistencies, and policy gaps in recruitment, placement, promotion, and training provisions.
- Examine associated documents such as teacher appraisal systems, CPD guidelines, promotion-linked training (PLT) guidelines, transfer policies, and promotion procedures.
- Review and analyze **service rules and teacher career frameworks from other provinces** (Punjab, Sindh, Khyber Pakhtunkhwa) to extract lessons learned and identify **best practices** applicable to Balochistan.
- Review relevant national and international models of teacher career structures (e.g., UNESCO, OECD, and regional education systems).
- Conduct a gender equity analysis to determine barriers affecting women teachers' career progression, especially regarding mobility and leadership access.
- Analyze teacher deployment patterns and workload distribution to ensure career progression is linked with practical teaching contexts in remote and multi-grade settings.
- Map the current teacher learning ecosystem (PITE, Induction Training, PLT, CPD providers) to determine how professional credentials will be awarded and recognized.
- Assess HRMIS capacity for automated promotion eligibility tracking and prevent manual bias.
- Include financial implications of career progression reforms (salary structures, allowances, training investments).

##### (ii) Stakeholder Engagement and Consultations

- Conduct structured **consultation meetings** with PPIU-SED, PITE, Balochistan Public Service Commission (BPSC), Finance Department, Planning & Development Department, and teacher representative associations.
- Organize **focus group discussions** with teachers, headmasters, and education managers in selected districts to understand ground realities and challenges in teacher promotion and performance evaluation.

- Conduct at least two **stakeholder validation workshops** to gather feedback on the proposed framework and draft rules.
- Ensure inclusive representation of women teachers from remote districts (e.g., Awaran, Washuk, Khara, Sherani, Killa Abdullah), enabling policy design grounded in equity realities.
- Conduct targeted dialogues with teacher unions early to build ownership and reduce resistance to performance-linked promotions.

### **(iii) Field Study and Data Collection**

- Develop survey tools and conduct a **sample-based field survey** to collect data on teacher profiles, tenure, training history, and promotion bottlenecks.
- Analyze collected data to support evidence-based policy recommendations.
- Collect classroom observation samples and review lesson planning records to inform competency standards.
- Assess teacher deployment vs. qualification alignment (e.g., science teachers teaching general subjects due to shortages).
- Analyze financial data, cost projections for promotions, allowances, PLT and CPD-linked increments..

### **(iv) Development of Teacher Career Progression Framework**

- Propose a **tiered career structure** for teachers
- Define the **service tenure, qualifications, performance indicators, and certifications** required for transition between each level.
- Integrate **Continuous Professional Development (CPD)**, PLT, classroom performance, and teacher appraisal outcomes as part of promotion criteria.
- Establish **competency standards** and define checkpoints for each career stage.
- Propose mechanisms for recognition of outstanding performance, lateral entry for specialists, and alignment with education leadership roles.
- Introduce phased teacher licensing with renewal requirements tied to CPD and classroom performance.
- Specify structured mentoring, headteacher/senior teachers guide as a recognized role within career pathway.
- Define performance indicators/teacher progress log that prioritize classroom culture, inclusion practices, and learning progress (not only exam scores).
- Propose incentives for high performance: recognition awards, accelerated promotion windows, specialist roles.
- Introduce micro-credentialing for specialized skills (e.g., ECE, STEM, multi-grade pedagogy).

### **(v) Drafting of Revised Service Rules and Supporting Framework**

- Prepare **draft amendments to the existing service rules** reflecting the proposed career progression model, certification requirements, and promotion criteria.
- Develop operational guidelines and templates for implementation at the SED and district levels.
- Ensure compliance with provincial civil service regulations, gender equity principles, and financial sustainability.

### **(vi) Validation, Feedback, and Finalization**

- Present the draft Teacher Career Progression Framework and amended service rules to SED for technical review.
- Incorporate feedback from the review committee and validation workshops.
- Submit a **Final Report**, including:
  - Finalized career progression model
  - Draft amended service rules

- Implementation roadmap and transition plan
- Summary of consultations and validation proceedings

**(vii) Review and Strengthening of Teacher Recruitment Policy (Grades 14–15)**

- Review the existing teacher recruitment policies of Balochistan (2014, 2019 and the currently applicable 2024 policy) with specific focus on Grades 14–15.
- Assess the coherence of these policies with the proposed Teacher Career Progression and Professional Pathway Framework, including entry requirements, probation, confirmation, and promotion linkages.
- Identify policy gaps, inconsistencies and bottlenecks related to merit, transparency, gender equity, deployment to underserved areas, and alignment with CPD and performance management.
- Provide evidence-based recommendations and proposed revisions to the recruitment policy for Grades 14–15, including an implementation roadmap and any required transitional arrangements.

**5. DURATION AND TIMELINE**

The assignment shall be completed within six (06) months from the date of contract signing.

**6. REQUIRED EXPERTISE AND QUALIFICATIONS OF THE FIRM**

The consulting firm must demonstrate:

- At least 10 years of experience in education policy, human resource reform, or civil service modernization.
- Prior experience in teacher management systems, service rule drafting, or education sector governance.
- Proven capacity to conduct field research, stakeholder consultations, and policy formulation.
- Experience in developing competency-based teacher standards and career progression frameworks.
- Strong understanding of civil service rules and regulatory drafting.
- Demonstrated capacity in organizational development, particularly in career structures and performance management.
- Proven data analysis capability to support evidence-based policy design.

**7. Reporting and Coordination**

1. The firm shall work under the direct supervision of the Project Director, GRADES & STEP Balochistan, and in close coordination with the Teacher Development Specialist at PMU.
2. The firm shall provide monthly progress updates and participate in review meetings as required by SED.
3. All deliverables shall be submitted in both soft and hard copy formats, with clear documentation of data sources and stakeholder inputs.

**8. DELIVERABLES AND TIMELINES**

#	Milestone / Deliverable Package	Key Contents	Timeline (from contract signing)
1	Inception, Diagnostic &	1. Inception report with refined methodology and detailed work plan;	By end of Month 2

	Research Package	<ol style="list-style-type: none"> <li>2. Comprehensive desk review of service rules (BPS-14–15 &amp; 16+), CPD/PLT guidelines, appraisal systems, transfer/promotion procedures;</li> <li>3. Review of Teacher Recruitment Policies 2014, 2019, 2024 (with focus on Grades 14–15);</li> <li>4. Initial consultations with key stakeholders (SED, PITE, BPSC, P&amp;D, Finance, unions);</li> <li>5. Field study tools and initial diagnostic findings based on sampled districts.</li> </ol>	
2	Draft Framework Package	<ol style="list-style-type: none"> <li>1. Draft Teacher Career Progression &amp; Professional Pathway Framework (career tiers, competency standards, dual tracks, CPD &amp; performance linkages);</li> <li>2. Draft mechanisms for teacher licensing, performance evidence, mentoring roles and micro-credentialing;</li> <li>3. Draft competency standards and performance indicators for each career stage;</li> <li>4. Interim analytical findings from field data and comparative provincial/national/international review.</li> </ol>	By end of Month 3
3	Draft Policy & Rules Alignment Package	<ol style="list-style-type: none"> <li>1. Draft amendments to service rules (Grades 14–15 and 16+; male &amp; female), aligned with proposed framework;</li> <li>2. Draft analytical report on recruitment policies (2014/2019/2024) with policy gaps, equity analysis, and recommendations for Grades 14–15;</li> <li>3. Draft revised Recruitment Policy proposals for Grades 14–15, including transitional arrangements and implementation roadmap;</li> <li>4. Operational guidelines and initial implementation tools/templates for SED/districts.</li> </ol>	By end of Month 5
4	Validation, Finalization & Transition Package	<ol style="list-style-type: none"> <li>1. Stakeholder validation workshops at provincial level;</li> <li>2. Incorporation of feedback and submission of Final Teacher Career Progression &amp; Professional Pathway Framework;</li> <li>3. Final amended service rules (draft) and final revised recruitment policy proposals;</li> <li>4. Final operational guidelines, implementation roadmap and phased transition plan;</li> <li>5. Final Consolidated Report (including consultation proceedings, financial implications, HRMIS recommendations, deployment alignment findings).</li> </ol>	By end of Month 6

## 9. EXPECTED OUTPUT

The consulting firm shall deliver the following outputs:

1. **Teacher Career Progression and Professional Pathway Framework:** A comprehensive, evidence-based and implementable framework document that defines career levels, progression routes, competency standards, performance and CPD linkages for all teaching cadres in Balochistan.
2. **Draft Amended Service Rules:** Draft amendments to the existing teacher service rules (Grades 1–15 and 16–above, male and female) reflecting the proposed career progression model, promotion criteria, certification requirements and related provisions.
3. **Operational Guidelines and Tools:** Practical implementation guidelines for SED and district offices, including templates/checklists for applying the framework, managing promotions, and linking CPD and appraisal to career progression.
4. **Analytical Review of Teacher Recruitment Policies:** An analytical report on the teacher recruitment policies of 2014, 2019 and 2024 (with focus on Grades 14–15), highlighting strengths, gaps, implementation challenges and alignment issues with the proposed career pathway.
5. **Draft Revised Recruitment Policy Proposals (Grades 14–15):** Concrete, draft recommendations and proposed revisions to the recruitment policy for Grades 14–15, aligned with the Teacher Career Progression and Professional Pathway Framework and broader teacher management reforms under GRADES-Balochistan.
6. **Final Consolidated Report:** A final report compiling the framework, amended service rules, revised recruitment policy proposals, summary of consultations and validation workshops, and a clear implementation roadmap and transition plan.

## 10. KEY EXPERT QUALIFICATION

### 1. Team Leader – Education / HR Reform Expert

- **Education:**
  - Master’s degree or higher in Education, Public Policy, Human Resource Management, Public Administration, Economics, or a related social science from a recognized university.
- **Experience:**
  - At least **10 years** of progressively responsible experience in education sector reforms, public sector HR reforms, teacher management, or related policy work.
  - Demonstrated experience in **leading multi-disciplinary teams** and managing complex consultancy/technical assistance assignments.
  - Proven track record of designing or supporting **frameworks for career progression, performance management, or civil service reforms** (preferably in the education sector).
- **Skills & Competencies:**
  - Strong grasp of Pakistan’s public sector governance and education systems; familiarity with provincial context will be an asset.
  - Excellent analytical, report-writing and stakeholder engagement skills.
  - Demonstrated ability to liaise with senior government counterparts and development partners.

## 2. Senior Service Rules / Legal Expert

- **Education:**
  - Bachelor's degree in Law (LLB) is essential; **LLM** or advanced qualification in public / administrative law or related field is an advantage.
- **Experience:**
  - Minimum **8 years** of experience in **reviewing, drafting and/or interpreting service rules, acts, regulations, and notifications** for government departments or public sector entities.
  - Prior work on **civil service / HR regulations, pay and promotion rules, or legal frameworks for education or social sectors** will be preferred.
- **Skills & Competencies:**
  - Strong understanding of Pakistan's constitutional, civil service and labour law framework.
  - Ability to translate policy options into **clear, implementable legal texts** (rules, amendments, notifications).
  - Experience in facilitating consultations with Law Department, Establishment and relevant oversight bodies.

## 3. Teacher Management / Policy Specialist

- **Education:**
  - Master's degree in Education Planning & Management, Education Leadership, Public Policy, Human Resource Management or a closely related field.
- **Experience:**
  - At least **8–10 years** of experience in **teacher management, education policy, HR planning or school system management**.
  - Direct involvement in initiatives related to **teacher recruitment, deployment, performance appraisal, incentives, or continuous professional development (CPD)**.
  - Experience of working with government education systems, preferably at provincial or national level.
- **Skills & Competencies:**
  - Strong analytical skills in teacher workforce planning, STR analysis and career pathway design.
  - Ability to develop **policy options, guidelines and operational manuals** for teacher management.
  - Good communication and facilitation skills to work with SED, teacher unions, training institutes and other stakeholder

### **Mandatory Eligibility**

1. Company Registration Certificate
2. Valid NTN Registration
3. Audited Financial Statements (Last 3 Years)
4. Minimum Average Annual Turnover (Last 3 Years  $\geq$  PKR 40 Million)

## **11. Qualification Criteria**

1. Proven track record with at least two similar assignments in education policy, HR reform, teacher management systems, and career pathways/service rules.
2. Minimum of 10 years' relevant professional experience, with demonstrable implementation in Pakistan or comparable contexts, including government and development partner projects.
3. Strong understanding of teacher management reform challenges and provincial education context, covering CPD integration, competency-based progression, and performance management systems.
4. Robust methodology and implementation plan, including diagnostics, consultations, research, policy drafting, and phased execution, emphasizing feasibility and clarity.
5. Experienced and qualified key experts (Team Leader, Legal/Service Rules Expert, Policy Specialist, Data/Research Specialist) with clearly defined roles and sufficient person-month allocation. Must attached CVs.
6. Experience in policy development, large-scale stakeholder engagement, evidence-based research, and gender-sensitive analysis.
7. Capacity for institutional strengthening, including field research, capacity building of SED/PMU, and sustainability planning with clear handover and system institutionalization.

## **12. Procurement Method**

Selection will be made in accordance with the Consultant Qualification based Selection (CQS) method set out in the World Bank's Procurement Regulations for Investment Project Financing Goods, Works, Non-Consulting and Consulting Services" September, 2023.