A STUDY ON THE STATUS OF TEACHER MANAGEMENT IN COMMUNITY SCHOOL IN NEPAL

SUBMITTED TO
THE DEPARTMENT OF EDUCATION
SANOTHIMI, BHAKTAPUR, NEPAL
JUNE 2012

SUBMITTED BY

RESEARCH TEAM
SANTWONA MEMORIAL ACADEMY (P) LTD EDUCATIONAL RESEARCH AND CONSULTANCY CENTRE SHANTINAGAR-34, KATHMANDU, NEPAL
Santwona_ma@hotmail.com/www.santwonamemorial.edu.np

EXECUTIVE SUMMARY

The study entitled **A STUDY ON THE STATUS OF TEACHER MANAGEMENT IN COMMUNITY SCHOOL IN NEPAL** is an attempt to assess and overview the overall status of existing teacher management system in public schools. It aimed to assess teacher selection, recruitment, and placement policies and processes adopted by government of Nepal. Further, to make an enquiry into deployment and redeployment situation of the teachers and analyze provisions for teacher development including legal measures for teacher transfer and promotion were the other objectives of the study. Identifying key issues and challenges related to teacher management system in Nepal was also regarded as one of the objective of the research.

Descriptive, analytical and exploratory research design with the mixed approach of both qualitative and quantitative inquiry was used in the study; however, the focus of the study was in the qualitative methodology. The qualitative data were analyzed and interpreted in the narrative style. Quantitative data were interpreted with the help of simple statistical tools like frequency distribution, ratio and percentage. Questionnaire for the key informants, semi-structured interview, focus group discussion, interaction, school survey, field notes, case study, and document study were used as the tools and techniques to collect required data for the study. The study was limited to primary-secondary level community schools in which 12 districts, 50 schools, 50 SMC representatives, 50 head teachers, 100 teachers, 10 DEOs, 10 school supervisors, 20 RPs and some other local, district and central level stakeholders were involved in. The study was completed within three months. The detail of sample was as below:

Dev. Region	Zone	Eco. Region	Districts	Schools	Teachers
Eastern	Mechi	Hill	Ilam	5	10
	Sagarmatha	Mountain	Solukhumbu	5	10
Central	Janakpur	Hill	Ramechhap	5	10
	Janakpur	Terai	Mahottari	5	10
	Bagmati	Valley	3 Districts	5	10
	Narayani	Terai	Parsa	5	10
Western	Lumbini	Hill	Palpa	5	10
	Dhaulagiri	Mountain	Mustang	5	10
Mid-western	Karnali	Mountain	Mugu	5	10
Far- western	Mahakali	Terai	Kanchanpur	5	10
5	**9**	**3**	**12**	**50**	**100**

Similarly, the following points were addressed and incorporated in the scope of the study:
- Whole spectrum of teacher management system at community schools
- Teacher's sample population from primary to secondary level
- Responsibility, accountability, and transparency of teachers in their performance
- Devolution, delegation and centralization of transfer authority of teachers
- Variety of teachers

- Career path of teachers/professional development
- Time and tasks of teachers
- Options for non-functioning teachers
- Under- and over-staffed schools
- Head teacher management
- Role of teacher unions

The study found that Teacher Service Commission is responsible for the selection and recruitment of teachers at central level. The study found that article 11 (kha) of Education Act, 2028 has made prevision of TSC for the recruitment and deployment of teachers for permanent post. Based on the same, government of Nepal has launched Teacher Service Commission Regulation, 2057 according to the delegated authority of the article 19 of the act. With these two legal provisions, as an administrative wing of the ministry of education, TSC deserves the sole authority of selecting and recruiting teaches for permanent post. However, it has not announced the vacancies for permanent post of teachers for 17 years (since 2052BS) due to the decision of GoN not to fulfill the permanent post of teachers for some years. Due to this, the seventh amendment of Education Act has made provision of recruiting temporary and others teachers through SMC. By this, SMCs are fulfilling the need of teachers on contract basis at school according to the set rules and regulation. The recently practiced policy procedure of recruitment, selection and deployment of teachers has diagrammatically been presented below for the intelligibility of the procedure in way that is more comprehensive:
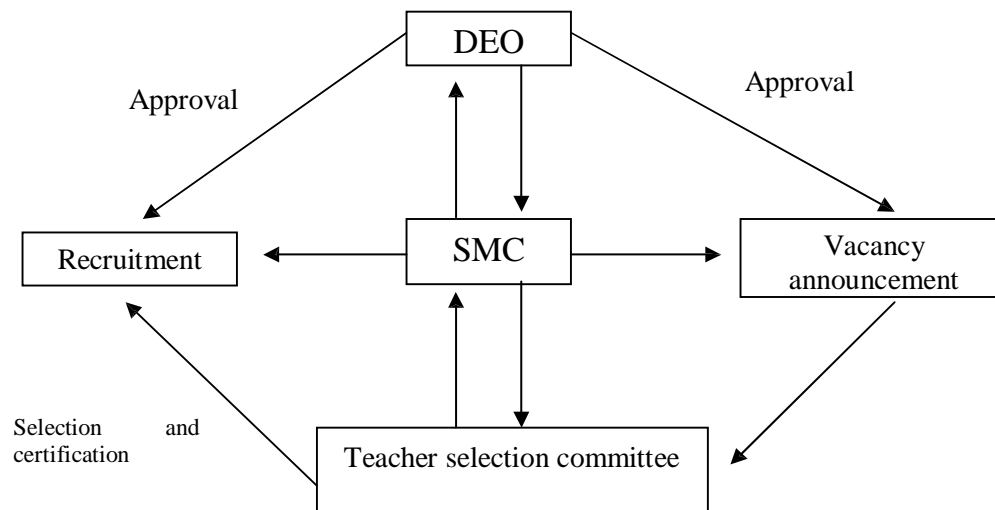
The study found based on its sample that there are only approximately 60 percent permanent teachers working at community schools in Nepal. The schools have the following STR, which is lower than the current national data:

- Primary-17.41
- Lower Secondary-22.42

- Secondary-30.95
- Total-23.59

According to the study, Government of Nepal, Ministry of Educations is recently practicing the data based funding for teacher at schools. For this, the PCF teacher's quota system has been introduced and the recruitment of teacher has been based on the number of student enrolled at schools.

The study found that there are two types of teacher deployment system practiced in the world as-deployment with central authority, and deployment in market system. Nepal is practicing the market system of teacher deployment at present. For this, the requirement set by Education Regulation for the deployment of teachers at schools is as below:

Level of education	Grade	Required teachers
pre-primary	-	1 Teacher
Primary	1-5	Minimum 3 Teacher
lower-secondary	6-8	Minimum 4 Teacher
Basic	1-8	Minimum 7 Teacher
Secondary	6-10	Minimum 8 Teacher
Secondary	9-12	Minimum 9 Teacher

As the process of teacher deployment in present context to Nepal is concerned, the teachers are deployed in permanent, temporary, and contract (PCF, and Community Funded) quotas. The study found separate processes for their deployment. According to the study, the deployment of teachers in Nepal is affected by the following factors:

- Incapability of the SMCs for strong management
- Political pressure, intervention, and interference
- Nepotism and favoritism
- Geographical Complexity
- Low social and academic responsibility bearing by the teachers
- Least transfer of the teachers

The study also found that re-deployment of teachers is an effective way to solve the problems of uneven deployment. However, re-deployment of teachers is also problematic due to some obstacles like:

- Insufficient teacher quotas in relation to school and student ratio
- Unaware local stakeholders, especially the SMCs
- Weak school management: Low accountability and least capacity
- Lack of sufficient incentives
- Least focus in implementing the reward and punishment system
- Weak physical infrastructure
- Political influence and intervention

- Nepotism and favoritism
- Seasonal migration
- Existing social structure
- Facility oriented life style of teachers

Further, the study found that different pre-service and in-service (Teacher Professional Development-TPD, Backlog clearance, and Qualification upgrading) trainings as well as teacher's transfer and promotion have been regarded as the key to teacher's development. For this, Government of Nepal has launched educational programs in the universities and HSEB board as I. Ed/ +2, B. Ed and M. Ed. as the level wise requirement of training for teachers. In spite of this, HSEB is running '+2' and 'special-12' programs in faculty of education. Further, 99 private teacher-training centers affiliated with NCED have provided pre-service training for primary teachers with required qualification. In addition to this, one-year additional training entitled 'teacher preparation course' as targeted by the SSRP is also conducting under the faculty of education in TU for those teachers who are from non-education faculty. The TPC is found available in Mahendra Ratna Campus, Tahachal and Gorkha Campus, Gorkha. The study also found that NCED has a network of 29 educational training centers (both ETC-As and ETC-Bs) along with other five sub centers. These trainings are conducted through 29 ETCs in 29 districts and 46 lead RCs in rests of the districts all over the country. These trainings are of three different types with three different packages as below:

- Teacher professional development- TPD
- Backlog clearance
- Qualification upgrading

The study based on its sample showed that 98 percent of the total teachers are trained at schools. While 13 percent teachers have only the 'academic qualification' as pre-service training, other 24 percent have 10 months training in which 20 percent of them have backlog clearance with TPD. Rests of 61 percent teacher have both pre-services training with TPD.

During the study, different stakeholders pointed out that the incapability of SMC members to handle overall management, least self-discipline and responsibility in teachers, and political intervention in decision-making as the major threats for teacher management at schools. Further, nepotism and favoritism in teacher selection, insufficient teacher quota at schools and least effective monitoring, evaluation and supervision system are some other problems. By this, the need of managerial and capacity development trainings for SMC members for better management of teachers at school has been suggested.

Similarly, the study found the following major issues and challenges related to teacher management system at community schools in Nepal:

- The weak status of TSC

- The limited number of approved teachers' quota
- Quantitative imbalance in teacher distribution
- Academic qualification and specialization of teachers
- Decentralization of teacher management: Weak SMCs
- Devolution and delegation of transfer authority to local level
- Political influence and intervention in education
- Non-functioning teachers at schools
- Over- and under-staffed schools: Teachers shortage in remote area
- Teachers' absenteeism at school and class
- Attracting and retaining qualified young teachers in school
- Increase the share of women and other teachers from marginalized and disadvantaged groups
- Geographical complexity
- Variation in service facilities for teachers
- Decreasing responsibility, accountability and self-discipline in teacher
- Head teachers' management and the management of MLE teachers

The study also explored that Nepal is currently facing the following consequences of poor teacher management in schools:

(i) Imbalance in teacher deployment (uneven deployment)
  o Rural urban disparities
  o Gender disparities
  o Disparity in deploying teachers from marginalized and disadvantaged group
  o Disparities in class size
(ii) Politicization and political intervention
  o Political pressure
  o Nepotism and favoritism
  o Possibility of malpractices
(iii) Poor salaries and working conditions of teachers
  o Variation in service facilities
  o Poor living and working condition
  o High teacher absenteeism
  o Irregular attendance of pupil: high dropout, repetition and low achievement
(iv) Ineffective teacher training institutions
  o Poor quality of pre service training (mostly the academic degrees)
  o Poor quality of teacher's instruction
  o Over-crowed classes at universities
  o Theoretical training lacking practicality
  o Shortage of skilled and highly qualified human resources
(v) Poor teacher motivation and morale

- o Low self-discipline, responsibility and accountability
- o Ineffective instruction
- o Least application of training in class

(vi) Higher financial and quality cost
- o High investment
- o Low achievement
- o Poor quality of product

The study has also made an attempt to explore the possible ways of teacher management at upcoming federal system in Nepal. While dealing with this, the study has suggested the four-step model of teacher management at upcoming federal system. According to this model, the TSC as a constitutional organ of the country selects teacher in close coordination and collaboration with the Federal Education Commission (FEC). Each federal state will have an FEC of its own. According to the result of TSC, FEC will certify each of its DEOs for recruitment and deployment of the selected teacher candidate at school within the federal state. Accordingly, the DEOs will recruit and deploy the teachers at the schools. Rests of all the aspects of teacher management will be the responsibility of the concerned SMCs. For the intelligibility of this model, it has diagrammatically been presented below:
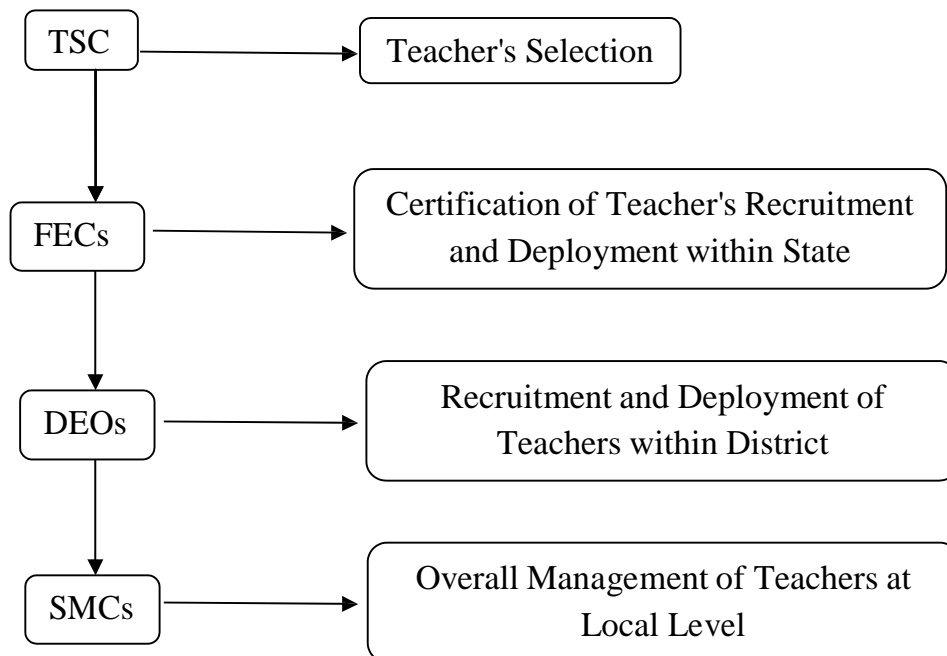
Based on these findings of the study, the study suggested for GoN to release a separate TSC Act as soon as possible to solve the immediate problems of teacher management, especially, of the selection and recruitment of the teachers at community schools. For the long-term solution of the problems of teacher management in Nepal, it is necessary to make the TSC as an independent and authorized constitutional organ like PSC so that it can decide its entire actions, plans,

functions, and activities strongly with no affect and influence of any external (and/or internal) power.

Similarly, the study recommended for TSC to announce the vacancy of teachers for permanent post each year. Before that, GoN should maintain required legal provisions and should make necessary decision to announce the vacancy. It is necessary to reduce the types of teachers only as Permanent, Temporary, and Contract teachers. The temporary teachers should be managed from the district wise standing list of alternative candidates of TSC (permanent post) for certain period. The authority of selecting and recruiting contract teachers within the set criteria should be given to the intermediate and local level. As SMCs are the managers of the schools, it is necessary to empower the SMC members and develop their capacity to handle proper management of teachers at school.

The study also suggested following the deployment system of teachers from central authority. For this, the intermediate level of administrative authority of TSC (DEOs) can be the appropriate authority for deployment and redeployment of teachers at school. To improve the current deployment situation of teachers at schools, it is recommended to develop the managerial capacity of SMC members and reduce the political intervention in deployment. Thus, the study suggested adopting the following measures to overcome the problems related to deployment of teachers at schools:
   * Increment of teacher quotas at school
   * Community awareness and capacity building of the local stakeholders, especially managerial trainings for SMC persons
   * Establishment of a concrete and strict system
   * Different incentive packages for teachers, especially for them who deserve examples of best practices and for them who serve in the remote areas
   * Strengthening physical infrastructures
   * Reducing political interference, nepotism and favoritism in decision making process
   * Strict supervision, monitoring and evaluation system
   * Effective redeployment and periodic transfer

The study has further suggested GoN/NCED to make necessary provision to train the teachers who are untrained yet. It is recommended to start the qualification upgrading voluntary classes as soon as possible. Further, it is recommended to take necessary action to approve the 'HSEB special-12 scheme' of qualification upgrading as equivalent to intermediate level by the universities. As the study showed poor quality of pre-service training of teachers, it is suggested to apply the following measures to improve pre-service training:
   * Quota system for student enrollment in Faculty of Education
   * Application of modern and scientific teaching-learning methodologies
   * Self discipline in students and teachers

* Focused on practical rather than theoretical courses in graduation
* Implementation of laboratory school concept for effective teaching practice

Regarding transfer and promotion of the teachers, the study suggested that the transfer system of teachers should be free from political influence and intervention. Transfer and re-deployment should be the means to solve the problems created by uneven deployment. A periodic and mandatory transfer system should be adopted. For teachers' promotion, 50/50% weightage for both 'file promotion' and 'internal competition' should be provisioned.

The study suggested to adopt subject wise, and grade wise need as well as number of student as the base for teacher quota distribution. Similarly, to solve the problems related to lower academic qualification, the study suggested implementing the qualification-upgrading program strictly. In doing so, special focus should be given to the qualification of the teachers having English, Mathematics and Science as specialization subjects. In the same way, to overcome the immediate challenges created by the decentralized practice of teacher management, responsibility sharing model of management among the central, district and local level authority is suggested to follow. For this, teacher selection by TSC (central level) recruitment, deployment/redeployment and transfer by DEOs (district level) and (other) management by SMCs (local level) should be provisioned.

To increase the share of woman and other teachers from marginalized and disadvantaged groups, the study suggested creating some special posts based on the principle of positive discrimination. New provision is suggested to manage MLE teachers from the same language group. Some flexibility may require in the selection criteria especially regarding teaching license and selection procedure.

To solve the problem of schools created by geographical complexity and least number on students at school, it is suggested to GoN to establish basic level boarding schools in such specific places where the students from 3-5 different schools can be collected and educated with full scholarship. Furthermore, the study suggested two types of teacher management practices (cost effective and data based supply of teachers) in the places having least and more student density respectively. According to the study, following interventions should be used for cost effective supply of teachers in the schools having least number of student:
  o Establishment of boarding school
  o Increase class size
  o Multi-grade classes in lower level
  o Full fledge scholarship program for the students

Finally, the study suggested GoN to use the following interventions for improved teacher management in Nepal

- Strong management system
- Teacher's participation in decision making process
- Effective pre-service and in-service trainings
- Effective appraisal system

ACKNOWLEDGEMENTS

CONTENTS

LIST OF TABLES AND FIGURES

LIST OF ACRONYMS AND ABBREVIATIONS

+2	:	Plus Two
B. Ed	:	Bachelor of Education
BPEP	:	Basic and Primary Education Program
BS	:	Bikram Sambat
CBOs	:	Community Based Organizations
CBS	:	Central Bureau of Statistic
CDP	:	Competency Development Program
CSOs	:	Civil Society Organization DEC
:	District Education Committee DEO	:
District Education Office/Officer Dev.	:	
Development		
DOE	:	Department of Education
Eco.	:	Ecological
EFA	:	Education for All
EFA	:	Education for All
EFA	:	National Plan of Action
EMIS	:	Education Management Information Systems
ETC	:	Educational Training Centers
FEC	:	Federal Education Commission
GoN	:	Government of Nepal
HMG	:	His Majesty the Government
HSEB	:	Higher Secondary Education Board
HT	:	Head Teacher
I. Ed.	:	Intermediate of Education
ILO	:	International Labor Organization
KKBS	:	Kanun Kitab Byawasthapan Samiti
L/RC	:	Lead Resource Center
M. Ed	:	Master of Education
MDGs	:	Millennium Development Goals
MINEDUC	:	Ministry of Education
MLE	:	Multilingual Education
MoE	:	Ministry of Education
MoF	:	Ministry of Finance
NCED	:	National Centre for Educational Development
NPC	:	National Planning Commission
PCF	:	Per Capita Funding
PSC	:	Public Service Commission

PTA	:	Parents-Teacher Association
RP	:	Resource Person
SIP	:	School Improvement Plan
SMC	:	School Management Committee
SS	:	School Supervisor
SSRP	:	School Sector Reform Plan
STR	:	Student-Teacher Ratio
ToT	:	Training of Trainer
TPC	:	Teacher Preparation Course
TPD	:	Teacher Professional Development
TSC	:	Teacher Service Commission
UN	:	United Nations
UNESCO	:	United Nations Educational Scientific and Cultural Organization
UPE	:	Universal Primary Education

CHAPTER ONE
INTRODUCTION

1.1 Background of the Study

The interim constitution of Nepal has declared basic education as the fundamental rights of people. The School Sector Reform Plan has different programs to implement the national policy of education in the country. Nepal's commitment to "Education for All" and "Millennium Development Goals" is based on the premises that education is a fundamental right of all people. As per her commitment, Nepal has to ensure basic and primary education for all children irrespective of their ethnic origin, religion, culture, language, economic status, or disabilities.

Education is the light of every people in absence of this; people are compelled to live in darkness of their life. Nepal has only a short history of its formal schooling. However, it has in progress regarding the educational development. The people's movement of 1990 has opened the door of educational development and within the twenty years of it, the country's educational development has reached to some sorts of definite point. However, the result is not so satisfactory. Our country is facing various challenges in the education sector in terms of achieving the MDGs (Goal No.2: Achieve universal primary education), which is to 'ensure that, by 2015, children everywhere including Nepal, boys and girls alike, will be able to complete a full course of primary schooling'.

In this Endeavour, though the enrolment campaign (of 2005) raised the enrolment rate, it led to the overcrowding of classrooms, thus adversely affecting the quality of education. Teachers without adequate training and motivation are unlikely to help improve the quality of education in Nepal. One of the main reasons for many children to be unable to enroll in primary school is the lack of financial resources to cover the school uniforms, stationery and examination fees. While 10 per cent of children were not enrolled in primary school, they comprise a disproportionately large share of child population from the historically, geographically, economically, and socially deprived and marginalized communities. Currently 38 percent of our primary teachers are untrained (NCED, 2010). As most trained teachers gravitate towards better schools in urban areas, the vast majority of teachers in rural schools are effectively untrained and unskilled.

The Government of Nepal has handed over management of over 2000 schools to communities; these schools remained without being properly monitored. However, the policy of handing over the management of schools to communities has led to increased interest in and ownership of schools by the community, the EFA documents do not focus on empowering the communities. The large-scale program like the Basic and Primary Education Program (BPEP) have in the past concentrated more on capacity building at the central level, thereby increasing the gap between the centre and the grassroots level. The quality of Education in the rural context of Nepal is very poor. In addition, the use of traditional teaching methods, lack of effective learning environment, Different problems of teacher management, untrained teachers, and stagnant technology impede the dissemination of effective knowledge.

It is hardly necessary to reiterate that education pioneers way to national progress. The success and failure of social move depends on the quality of education as it helps produce quality human resources and thereby increases the level of productivity. The technological advancement, human development, and culture of responsibility of developed world signify the role of quality education in social development. There might be lots of determining factors for quality education. Nevertheless, teachers' management can be taken as a major way to make the education effective. In addition, for the effective education teacher's management has the prime role to be played. Moreover, the ability of teachers to organize classrooms and manage the behavior of their students is critical to achieving positive educational outcomes. Although sound behavior management does not guarantee effective instruction, it establishes the environmental context that makes good instruction possible. Reciprocally, highly effective instruction reduces, but does not eliminate, classroom behavior problems (Emmer & Stough, 2001).

However, for the teachers to be effective in classroom teacher management in school is essential as teacher management helps build strong chain of command among teachers. It helps create synergy effect in the teachers' effort. On the contrary, the inability of teachers to manage classroom behavior effectively often contributes to the low achievement of at-risk students and to their excessive referrals for special education (Donovan & Cross, 2002; Harrell, Leavell, van Tassel, & McKee, 2004).

These effects are exacerbated by the current pattern of teacher distribution, which reveals a disproportionate assignment of less qualified and less experienced teachers to classrooms with economically disadvantaged children (Clotfelter, Ladd, &Vigdor, 2005; Clotfelter, Ladd, Vigdor, & Wheeler, 2007; Peske& Haycock, 2006). Thus, many of the least capable teachers begin their careers teaching the most challenging students-with the predictable result being low student achievement.

1.2 Statement of the Problems

Quality education for all is the motto of education in the present era. Due to the development of science and technology in a great access, the quality of education is highly challenged. The development of scientific technologies, in a great access, the quality of education is highly challenged. The development of scientific technologies, in one hand, has made the world narrow and has kept the access of every people to it. On the other hand, many people in the world are out of the access of basic education. In context to Nepal, the government has financing the highest amount of national budget in the field of education. It has formulated different plans and implemented different programs to educate its people. Keeping the concept of Education for All (UN), Nepal has also implemented different programs to eliminate the illiteracy from the country by 2015 AD.

However, the achievements are not as satisfactory as it should be. There are still many things to achieve. Government has to complete the private institutions opened for the sake of providing educations. The annual result up to now has shown that despite of the huge investment, government funding in education is not so strong enough to maintain the quality

of education in comparison to the private institutions. In this context, the role of teacher plays a significant value in providing the quality education to the pupils.

Teacher is the key personnel to provide quality education; however, government has not announced the recruitment for teacher in the permanent post since a decade. Because of this, government has made a provision of Rahat and PCF teacher in the schools where the student number is high exceeding the determined student-teacher ratio. After analyzing shortcomings, challenges, and weaknesses of the Rahat program, teacher management system in terms of per capita funding has been started and implemented from 2064 BS.

As the real life practice of teacher management at community schools in Nepal is concerned, it has not gone without problems. Deployment and reemployment of teachers as per the need of the school is becoming a serious issue. Further, the rightful selection preceding the deployment of teachers is also becoming the matter of major concern of both the government and the other stakeholders including the donor agencies.

In relation to the delivery of quality education at school the availability of the capable and skilled teaching forces/faculties as well as their retention at school is another problem. That is, quality of education has been affecting from the lack of capable and skilled teacher in one hand and in the other hand, such teachers do not stay long at schools. What is true is that qualified teaching forces capable of discharging its roles and responsibilities up to the desired level is expected to contribute directly to accomplish the goal of providing quality education. This shows that no education system of the country is better than its teachers.

For better management of teachers at schools, government of Nepal has made some significant initiatives. Among them, the acquisition of teaching license mandatory for all the aspiring candidates to enter into teaching profession with the defined minimum level of qualification is an appraisable action. It is helping for the selection, placement, and promotion of the teachers at schools. Nevertheless, it also has many problems. The selected candidates are not becoming strong to demonstrate their full potential with skill and capacity at class. As the Teacher Service Commission only permits teaching license to the educational degree holders, they are not finding so in all subject areas in real life practice.

There is another side of teachers and teaching profession in relation to the quality of education. Some of the previous research studies have found that the teachers were less prepared and weakly performed their expected roles to the satisfaction of the stakeholders. Many of these issues are not only related to the performance of the teachers. The Issues related to recruitment to retirement of the teachers, rightful placement during job time, professional development opportunities and their utilization, retention as well as the capacity of service providers are some of such issues that are demanding immediate attention from the government. Thus, the management of teachers at schools along with the deployment and redeployment of them to ensure the satisfactory delivery of education is fraught with problems that need to be diagnosed well and addressed for making the quality education possible and successful.

As poor management of teachers, and education system can lead to overcrowded classrooms, the children being turned away from school due to insufficient number of teachers and high PTRs results from inequality in teacher deployment policies, and low teacher pay. These problems can contribute to low teacher morale leading to teacher palliation, teacher absenteeism and low quality of education delivered to children. Where teachers are not regularly present in the classroom or de-motivated, this will have direct negative impact on the quality of education, which will lead to high repetition and dropout rate. In fact, this has threatened the completion of primary cycle and achievement of the Education for All agenda. Thus, EFA goals can be attained in the stipulate time thought proper teacher management. Hence, this research intends to explore the status of teacher management in school and seeks to come up with strategic recommendations to address the problems related to teacher management.

1.3 Key Research Questions
The study has answered the following key research questions:
   a) What is the situation of Teacher Management at community school in Nepal?
   b) How is the teacher recruitment, selection and placement policies and processes adopted by the government of Nepal?
   c) What are the provisions for teacher development including legal measures for teacher transfer and promotion?
   d) How do the concerned stakeholders perceive on the teacher management system?
   e) What are the issues and challenges of teacher management system in Nepal?
   f) How the issues and challenges of teacher management can strategically addressed?

1.4 Objectives of the Study
The overall objective of the study is to assess existing teacher management system at the school level. Specifically, it intends to accomplish the following objectives:
   a) To assess teacher recruitment, selection and placement policies and processes adopted by government of Nepal
   b) To make an enquiry into deployment and redeployment situation of the teachers
   c) To analyze provisions for teacher development including legal measures for teacher transfer and promotion
   d) To collect and analyze perceptions of stakeholders (teacher's union, SMC, PTA, DEO officials, teachers, political parties, community leaders etc.) on teacher management system
   e) To identify key issues and challenges related to teacher management system
   f) To recommend strategic measures to address challenges of teacher management system

1.5 Scope of the Study
The following points addressed and incorporated in the scope of the study:
   • whole spectrum of teacher management system at community schools
   • Teacher's sample population from primary to secondary level

- Responsibility, accountability, and transparency of teachers in their performance
- Devolution, delegation and centralization of transfer authority of teachers
- Variety of teachers: as change agents
- Career path of teachers/professional development
- Time and tasks of teachers
- Options for non-functioning teachers
- Under- and over staffed schools
- Head teacher management
- Role of teacher unions

CHAPTER TWO
REVIEW OF RELATED LITERATURE

2.1 Theoretical Background

Proper management of teacher at school is so crucial that it links with the quality of education. The whole spectrum of teacher management includes the main themes like-selection, recruitment, placement, deployment, re-deployment, development, transfer, promotion and so on. The proper management of teacher of school cannot be exaggerated for quality education, however, it one of the problems for most of the development countries.

According to UNESCO International Institute of Educational Planning (2000), in the present context of budgetary constraints, 'it seems hardly realistic for most of the developing countries to aim of further expansion and a more equitable provision of formal education irrespective of the costs involved.' These show that the most efficient way of using available teaching staff at allocated post and cost efficient of manager of using additional staff to require post are the strategies that the countries adopted for the management of teacher at most of the development countries.

Mpokosa et al. (2008), state that 'the role of teacher becomes increasingly pivotal for achieving, consolidating and sustaining programs, as the world makes gains in providing quality basic education for all children.' They further write that, 'if all the children should have quality basic education by 2015, it is estimated to have 18 million additional teachers to educate them. As the financial constraints of many of the developing countries in the globe are concerned, it is not so easy to achieve the expected goal.

Further, a good teacher management system expects highly qualified, trained, motivated and dedicated professionals. The environment of time and financial constraints hit on the head of the system, here too. The issues pertaining to teacher management and support to the quality education system-the rights of the teacher in relation to system for appointment, development, promotion and remuneration, as well as their working environment and condition of service are some other issues that rise their heads in the process of good teacher management.

Mpokosa   et al.(ibid) further write that 'there is often much tension between the need for teachers' union to safeguard government to scarce resources responsibly.' these are often the stumbling blocks that need to be addressed through effective, efficient and fair systems for teacher management and support.

Nepal is a signatory member of EFA and is committed to provide quality basic education to all its children by 2015. According to Mpokosa et al. (ibid), 'in order to achieve the MDGs for education and the wider EFA goals, one of the critical inputs to the education system is the school teacher.' That is, effective teachers are keys to delivering the education with MDGs but good teaching is only able to thrive within a favorable environment.

Though Nepal has to fulfill and achieve its EFA goals by 2015, the progress made up to now does not show the satisfactory result. That is, most of the strategies become failing and most of the objectives will not be achieved if the same pace of development is followed for rest of

the three years. According to EFA global monitoring report (2008), out of 149 countries with available data (54 countries had no data available), 63 had achieved universal primary education by 2005. Further, 28 were on the track with a high likelihood of achieving it by 2015. The report stated that 17 were moving towards achieving the goal of universal primary education but had a low chance of achieving it by 2015. Rests of 17 countries were at risk of not achieving UPE as their progress is too slow. The report quotes UNESCO (2007) and writes further that eight other countries were at serious risk of not achieving UPE by the year 2015. As these data are concerned, Nepal can be categorized in the third group mentioned above. By this, revision in implementation plan and a focused way of implementation of the set programs seem needy.

As the national scenario is concerned, educational financing in Nepal is in the increasing ratio by years. Government of Nepal is increasing the portion of her educational budge each year and so do the foreign aids. However, these increments had not been accompanied by improvements in educational management systems. Mpokosaet al. (2008) quotes Bennell and Akyeampong (2007) and says that teacher management at school level is crucial for teacher motivation and morale. That is, the management of the whole education system affects teacher morale in that most decisions that affects teacher made outside the school with minimal involvement of direct teacher managers.

As we know teacher management is a part of educational management, it encompasses many different areas. That is, teacher management, EMIS, classroom management, school (buildings) management, curriculum, community involvement, gender and inclusion policy/practices all are the areas covered by educational managements.

Mpokosa et al. (ibid) argue that management is generally understood as comprising different aspects of planning, organizing, resourcing, leading, coordinating, directing and controlling an organization or an area with the objective of accomplishing a goal. According to them, 'the management of education happens at various levels from system wide policy-making and national decision-making through to local education management, inspection and supervision, and then very importantly to what head teachers and other with management responsibilities within schools undertake on a daily basis to ensure their schools function effectively.'

Many different research studies have found that there is direct link between teaching and school leadership. They both are related to the achievement of pupils. Mpokosa et al. (ibid) make distinction between these two and write that the first is the role of leadership in building knowledge and skills that, teachers and others staff need in order to accomplish organizational goals, the second is the building of staff commitment, capacity and resilience to persist in applying the knowledge and skills.

Referring back to the Conference of Commonwealth Education Ministers-Making Education for All a Reality (2006), VSO international (2006) summarized the aspects of school-level teacher management that their national survey of teacher motivation had highlighted as needing attention, as follows:

- Transparent and fair appraisal, posting and promotion system
- CDP of teacher and staff
- Effective distribution system for teacher's salaries and teaching-learning materials
- Responsive decision-making processes involvement of students, teachers and parents
- Motivational management of teacher, other staff, actively working with staff to develop their skills and enthusiasm
- School development including planning, budgeting, monitoring and evaluation
- Downwards and upwards responsiveness and accountability between the different level of the education system

By this theoretical aspects of teacher management, Nepal has to adopt many of the good international practices into its educational system to make necessary reforms and changes as per the need of the present day era.

It is needless to say that Nepal is facing the problems of poor teacher management at schools. The number of schools as well as students is increasing day by day but the Teacher Service Commission has not announced the vacancy for the permanent post of teachers since 16 years. Government of Nepal, Ministry of Education has made an ad-hoc provision to address the shortage of teacher at school by applying the PCF system. Government has made devolution of authority of recruiting PCF (and all other) teachers to the school management committee, with the essence of decentralization. However, the formation of SMC is not fair and as per rule in one hand, and in the other hand, it is not capable enough to handle all the devalued authority locally. By this, most of the recruitment of teachers is affected by political intervention and halo-effect. As a result, not in all the cases, qualified, trained, dedicated and skilled work forces are not being recruited as teachers at schools.

This is way, it is necessary to outline the present status, causes, consequences and costs of poor teacher management so that it may provide a guideline for strengthening teacher management system as a best practice in Nepal.

2.2 Empirical Review

Government of Nepal Ministry of Education (2012) has conducted the mid-term evaluation of school sector reform plan (SSRP). In annex IV of the report, an attempt has been made to evaluate teacher development and management aspects. The report suggests three major steps as interventions to develop teacher knowledge and skills for facilitating students learning process in the line to enhance the SSRP. According to the report, a comprehensive training for novice teacher should be developed. There is the need to overcome flaws of the program to enhance the effectiveness of TPD. The induction of lead school system to monitor and support post training follow up of teachers may be a good attempt. According to the report, teacher's uneven deployment remains as a major obstacle for teacher efficiency. Thus, the report suggest for the need of guideline for inter-district deployment should be developed.

The report suggests that mixed approach of various incentives packages, training, and status rising of teaches in rural areas, hiring local teachers and introducing local calendar as required can be used for solving deployment program.

The report raised many different issues related to teacher management and writes that a comprehensive policy is require insuring appropriate number of quality teacher at each grade with provision to deal with various types of teachers. The report pointed out 12 type of teacher working at school in Nepal and sought for the possible measure to overcome the teacher management problem. According to the report, the measure could include re-deployment policy with capacity building for district and national level officials and incentive packages for all teachers to be deployed in remote areas. Further, the report stated there should be the provision of recruitment of qualified candidates through a district branch of teacher service commission, with professional, capacity building of SMC to recruit community funded teachers and functional evaluation system for frequent reward and punishment to the teachers.

R & D Nepal (2011) has carried out a study entitled 'the problems of teacher management at community schools in Nepal. The main aim of the study was to find out the indictors of good teacher management at schools along with the discovery and analysis of the problems of teacher management at Nepalese schools. The study found the following indicators of good teacher management practice in Nepalese context:
- The base for creating the post
- Distribution procedure of teacher's quota
- Qualification of teachers
- Recruitment of teachers
- Placement of the recruited teachers
- Teacher's training
- Professional support agencies
- Monitoring and evaluation
- Performance measures
- Service facilities
- Transfer and promotion of teachers

The study has analyzed the problems of teacher management based on these indicators. According to it, there are the following problems in teacher management in Nepal:
- Allocation and distribution of teachers quota
- Teachers' recruitment
- Transfer and promotion
- Academic qualification
- Lack of subject wise teachers
- Weak SMC
- Professional politics
- Least concern of the stakeholders

- Political intervention

In this line, the report has pointed out the following remedial measures to overcome those problems:

- Teacher service commission: an independent constitutional commission
- Recruit teacher from TSC each year
- Transparency in transfer and promotion
- Re-defining the qualification
- Provision of subject-wise teachers
- Strengthening the SMC
- Minimizing the politics in education
- Maximizing the participation of stakeholders
- Extra benefits for remote areas teachers

DOE (2010) has conducted a national level study entitled 'a study on effectiveness of teacher management system in terms of PCF'. The main aim of the study was to examine the effectiveness of teacher management practice in terms of per capita funding system. The study found that the teacher management practice in Nepal based on the PCF system is better than that of previously practiced Rahat grant system.

According to the study, STR was regarded as the one and only criteria to distribute teacher's quota at school in the policy documents. However, in real life practice, only fifty percent teacher quota had been found distributing based on STR. In rest of the cases, the quota had been distributed to the schools in proportionate division. The report indicated some mismatches between policy and practice of teacher management through PCF system. According to it, PCF teacher quota had been distributed both in the decision of DECs and in the single decision of DEOs. As the teacher quota is based on the number of students enrolled at school, the schools were found submitting fake data of students to get teachers quota. The report shows 13.52 percent increment in reported student's number and the actual number of students enrolled at school.

The study further found that there was no uniformity in the recruitment of teachers under PCF system. That is, only 30 percent of the total PCF teachers were recruited based on the determined procedure set in the education regulation, 2059. According to the report, the reason behind the variability was due to the unclear provision and procedure of teacher recruitment set in the policy documents including in the PCF Directory. Further, political intervention, practical behavioral problems and lack of proper dissemination of all the formulated plans, policies, rules, and decisions were regarded as the obstacles for proper management of the teacher in PCF system.

The study had explored some pitfalls in recruiting the PCF teachers at local level and had suggested to make necessary provision of teacher selection, and recruitment by the District

Education Office (in consultation with the District Education Committee) instead of appointing teachers by the school management committee.

DOE's research (2009) entitled 'a Study on the Financial Management of Department of Education, District Education Office, Schools, and Tracking of School Grants (especially, SIP and Rahat grants)' aimed to study and assess the financial management of DoE, DEOs and schools especially in relation to the tracking of school grants of SIP and Rahat. The study explored and assessed the status of expenditure in those items at school level.

The study found that community schools were not free from high rates of school dropouts, class repetition, failure, low survival rate, primary circle repetition rate and so on. According to the study, Government of Nepal has made various efforts to address this problem through multi-donor supported EFA program.

According to the study, Rahat teachers were found as the backbone of the schools to smoothly run the teaching-learning process at the time. Their presence at school cannot be exaggerated, as many schools cannot be run in their absence. The major findings of the study regarding Rahat teacher and the utilization of Rahat grants were as below:

- There was no judicial distribution of Rahat grants for teachers in the districts. External influence was superior to the rule in those instances.
- More than 15 percent of Rahat teachers were not receiving their salary in full scale.
- Six percent of the Rahat teachers did not have the account of Rahat Teacher Welfare Funds. In case of having bank account, 27 percent teachers' account was not in their own name.
- The schools had the 30 percent more students in the primary level having primary school age. By this, the schools also had 30 percent more Rahat teacher than what was necessary.

While analyzing these four key findings of the study, it shows that the distribution of Rahat grants and the management of the teachers through that grants did not go fairly as per the rule. It is mainly due to the dishonesty of the local level concerned stakeholders of education.

Ministry of education of the Republic of Rwanda (2007) has published a manual paper entitled 'teacher development and management policy in Rwanda' along with her educational vision. Her high-level objectives in the education sector were as below:

- Assessment to EFA
- Quality education at all levels
- Equity in education at all levels
- Effective and efficient educational system
- Science and technology(ICT) in education
- Curriculum includes culture, peace, unity and reconciliation

The policy paper focused on the role of the teachers to implement these objectives. According to it, the teachers' development and management policy shall help to mold teacher training and management systems capable to produce and efficiently utilize teachers towards achieving the above-mentioned objectives.

According to the manual, there are so many problems regarding teacher management in Rwanda. Among them, academic qualification of teachers is one of the problems the country is facing. As its education system is concerned; the issue of relevant curriculum is a priority issue, which needs to be addressed. Further, the challenges that ministry of education in Rwanda (MINEDUC) is facing are the production of sufficient number of trained teachers who are motivated, committed and opting to stay in the profession. What is strength in Rwanda is that out of 4,597 teachers required for secondary level (including technical and professional teachers), only 8.3 percent have a bachelor's degree with education and 28.4 percent have either degree without education, or ordinary diploma. What can also be seen is that the remaining lot has only secondary schools educational qualification, or has dropped out after two years in universities or colleges. The facts analyzed so far shows that the lack of a teacher management and development policy has compounded the problems of teacher shortage in Rwanda.

While analyzing the policy document, it has highlighted a number of strategies that have been formulated (based on the identified objectives) to surmount the constraints reflected in the current context of the Rwandans teacher training and management sector as given in points below:

- Recognize the financing of teacher training through a new regulatory framework.
- Develop and install a framework for motivation that enhances the socio-economic, professional status, and the career path of the teacher.
- Develop and implement a well-structured program of continuous professional development for teachers.
- Quality improvement and rationalization of budget for teacher education
- Prepare teacher appraisal scheme to streamline the license renewal system
- Implementation of cost-reduction strategy
- Develop sustainable system for professional support
- Provide mechanisms to facilitate equitable placement of the teachers

The EFA National Plan of Action (2003), in its theme wise strategies and action plan has made different strategies for improving quality of basic and primary education. Among them, teacher management system is one of the areas of input indicators.

The document has aimed to establish requirements for teacher accountability by 2005 along with the upgrade of the minimum qualification required for primary school teachers. The document has ensured that primary teachers have 12 years of schooling and one year of mandatory teacher training. Provision has been made to train the teachers (of primary level) to become generalists who are able to teach all the subjects of primary level effectively. It has further made the following provisions for teacher management at school:

- Implementation of the mandatory provision of teaching license by 2007
- Increase teacher's participation in planning
- Provision to promote teachers to higher level
- A10 day's refresher (TPD) training
- Full course training for one academic year
- Regular in-house training for teachers
- Teacher evaluation by peers, parents & students and record keeping by the head teacher

The School Sector Reform Plan-SSRP2009-2015 has set clear and special plan for teacher's professional development. As 71, 55 and 79 percent of the total teachers working at primary, lower secondary, and secondary level respectively in 2008 were only trained, teachers' training at schools was a prerequisite for both professional development of the teachers and quality improvement of the school education. The plan aims to train all the schoolteachers by 2015 in which 0, 0, and 0 percent of the total teachers working at primary, lower secondary and secondary level are trained respectively, now (DoE, 2011).

As the management of teacher at schools is concerned; recruitment, career paths and minimum qualification are focused. Similarly, teachers' preparation course and training are set for teacher development. As the provision for teachers recruitment is concerned, the following has been found it the SSRP:

- Teacher recruitment process will be decentralized to local level
- Teacher will be recruited from among the licenses
- Teaching licensing practices will further strengthened
- The SMC will continue to recruit teachers at the community schools
- Priority groups in recruitment females, Dalits, disadvantaged groups

SSRP has offered two separate career paths for teacher for and secondary levels. Each professional career paths have four stages as beginners, experienced, master and expert. It has also made provision of fast track career progression for highly qualified teachers and indicator-based provision for other teachers. Talking about the minimum qualification of the teachers, the SSRP provisions are as below:

- Higher secondary education or equivalent with relevant teacher preparation course for basic level
- M. Ed. or equivalent with relevant teacher preparation course for secondary level
- Serving teachers with lower academic qualifications are eligible to teach at the initial grades of their respective levels
- Incentive package for those who take voluntary retirement, instead upgrading their qualification

Regarding teacher development, SSRP has made provision of teacher preparation course and training of teacher and managers. A one-year teacher preparation course (TPC) separately for foundation grades (1-3), basic education (4-8), and secondary education (9-12) has been

designed. The government has remained responsible for teacher development functions. The provision of one month in-service training (at least once in every five years) for teachers has been made compulsory. Instead of these all, the following strategic interventions have been set for teacher management at schools.

- Qualification upgrading program
- Backlog clearance of ongoing certification in-service training (10 months)
- L/RC based demand driven short training
- HT certification training
- Monitoring and post-training support to the teachers
- Capacity building activity packages
- Job induction training to novice teachers and officials

UNESCO international institute for educational planning (2000), in her working document series entitled 'the management of primary teachers in south Asia: a synthesis report' writes about the management of primary teachers in the south Asia. She writes that-

> In the present context of budgeting constrains, it seems hardly realistic for most developing countries to aim at further expansion and a more equitable provision of formal education irrespective of the cost involve. Making sure that the teaching staff available is allocated and used in the most efficient ways and that additional staff requirements be met in a cost efficient manner has become a priority objective.

According to the report, from the perspective of individual teachers (not only from the system perfectively), satisfactory staff management is a crucial importance as the morale and commitment of teachers depend indeed to a large extent on the ways in which their recruitment initial training, posting, in-service   training, transfer, promotion appraisal, administrative and professional supervision are administered.

The report has stated some promising policies and initiatives adopted in the developing countries for teacher management. The main three are:

- Cost-efficient supply of teachers
- Increase the share of female teacher
- Address geographical imbalance in the distribution of teachers

Regarding the procedure and practice of planning, the report comments in Nepalese context that 'the phenomena of over-and under-staffing of schools and delays in the posting and transfer of teacher late into the school year are at least partly due to considerable shortcomings in the procedure and practices of staff planning. It comments that central decision on (annual) teaching post allocation are taking (in Nepal) on the basis of irregularly collected enrollment figures and staffing needs estimations-not of systemic annual

programming of staff requirement- with the result that there is often at mismatch between post allocation decision and school's actual need.

The report makes a critical analysis of the procedures and practices of planning annual teacher requirements and comments that shortcomings are frequent at each of the main stages of the following three main planning processes:

- The collection of data on pupil enrolment, staff and vacant posts at school level
- The calculation of staff entitlements per school at district level
- Final decision taking on post allocation at the central level

According to the report, 'the data on enrolment, teaching staff and/or vacancies transmitted from the schools to the district level are often distorted; in particular, pupil enrolment figures are frequently 'inflated' by head teachers in order to obtain additional teaching staff. Since DEOs generally lack the necessarily means and incentives to undertake regular crosschecking of such data, post allocation decisions are often taken in an erroneous basis.

Another source of inadequate post-allocation decisions lies in 'erroneous staff entitlement calculations'. According to the report, many education officers have great difficulties in calculating the staff entitlements, either because they do not have the official regulations or because they do not understand how to apply them. By this, the need for more effective monitoring and for better guidance and training of management staff clearly emerges.

Another comment that the report commented is 'the political interference in post and staff allocation decisions'. That is, Nepal is suffering from political interference in post and staff allocation decisions. The report writes that Nepal is trying to combat political interference at local levels in attributing major responsibilities in teacher management to the autonomous national body, irrespective of the degree of administrative decentralization existing 'on paper'.

Though all the policy documents focus on school based management of teachers, implementing this concept in real practice seems very difficult. The report of UNESCO International Institute for Educational Planning (2000) comments that 'head teachers at schools neither have the professional training nor the formal authority and (adequate) social status required to expert supervisory and management functions in an effective way.' It further writes that the post of head teacher in Nepal is reported to function as a simple teacher post with some additional administrative tasks, and to hardly attract competent teachers. Salary increments for head teachers are non-existent or too nominal to have any motivational effect.

The report suggests the following four avenues for the improvement in teacher management especially, in the developing countries like Nepal:

(i) **Legal and regularity framework**
- Teacher charter/code of conduct
- Well-functioning mechanism for control and defense of teachers' rights and duties

- Development of independent teaching service management bodies
- Delimited and accountable community participation in teacher management

(ii)   Information system for teacher management

- The design and establishment of adequate and well-functioning information tools for monitoring and functional management of information system

(iii)   Devolution of responsibility

- Need of coherent planning and implementation of decentralization measures
- Fixing of arbitrary local management
- Check and balance mechanism to ensure accountability for management practice
- Establishment of countrywide valid norms and standard
- Need of systematic organizational analysis and consultation before decision-making

(iv)   Training and incentives for management staff

- Need of massive and appropriate management training of education officials (at districts) particularly, in the areas of monitoring staff, assessment and management information systems
- Work and political will require for the design and actual setting up of the management tools

Mpokosa et al. (2008) carried out a research work entitled 'managing teachers: The centrality of teacher management to quality education-lessons from developing countries.' The study gathers learning from primary research undertaken by CfBT education trust and VSO in thirteen developing countries in the globe. It has used other available national level research and international synthesis reports concerning the human resource aspects of quality education and in particular the role of teachers.

According to them, the roll of head teachers is crucial for improving teacher management and teacher motivation and ultimately for improving outcomes for students. Thus, management training for school leaders should be introduced with priority to reap countless rewards. The report writes that the management of education has many dimensions, but the biggest investment of funds and human resources has always been and should always be in teachers. According to the report, the quality of teacher training dictates the quality of teaching. That is training is prerequisite to teaching. Thus, gender and inclusion should be addressed in teacher management and training system.

The study found that 'government and donors that are supporting education in developing countries cannot afford the deter-mental effects of poor management on the financing and quality of education systems'. The report further writes that 'teachers' rights have not been consistently applied across developing countries.' As the 1966 ILO/UNESCO recommendations concerning the status of teachers were reiterated in 2006, forty (40) years after they were agreed, the recommendations have not been effectively implemented in all countries.

The report points out the 'constrains' and 'consequences' of poor teacher management. The main constrains it discovered are as below:

- covertly tight fiscal management policies
- weak management of skills
- weak education system (where head teachers do not have the responsibility for recruitment and deployment of teachers)
- weak management for the recruitment and deployment of teachers and administrators
- the poor quality of all types of training
- inconsistent appraisals for all these level of education staff

Similarly, the main consequences of poor teacher management have been pointed out as listed below:

- inadequate teacher terms and conditions
- inadequate or absent administrative supports
- regional, gender, and disability related imbalances in teacher deployment mechanism
- poor living and working condition for teacher and school leaders
- weak capacity and quality of teacher training instructions
- high level of teacher attrition
- low motivation and morale of teachers and school leaders

In this context, the study suggests four main recommendations to improve the management of teachers at developing countries. The recommendations are related to-

- stronger management system, better decision-making and clearer roles and responsibilities
- more flexible fiscal management policies
- more sufficient and appropriate management of workforce skills
- more flexible partnership with developing country's government support

Hutchings et al. (2006) carried out a research entitled 'the recruitment, deployment and management of supply teachers in England'. The study was conducted by London Metropolitan University. The study aimed to address the shortfalls and gaps in the data on the characteristics, recruitment, deployment, management and development of supply teachers in the Great Britain. It further aimed to identify good practice in the aforementioned areas for dissemination. The focus of the study was the supply teachers undertaking placements of no more than one term.

The study found that there were over 40,000 teachers who supplied teaching at same point of Britain in a year. There were differences between schools sectors in the extent to which supply teachers were used. Similarly, there was a considerable range of use within each sector. According to the study, the number of supply days used was positively correlated with size of school. It was also related to percentage of pupils eligible to free school meals in primary schools and to GCSE results in secondary schools.

According to the study, there was no definite list of private supply agencies. However, over a hundred in operation with constantly changing nature were found. There was also a considerable variation in the scale of operation. They were 56 percent direct supply teachers from schools, 31 percent through private supply agencies and 9 percent through local authority supply services.

The study shows that the supply agencies pay£114 outside London and £119 in London as their remuneration. The teachers who were supplied through schools directly were getting £132 outside London and £140 in London. The study further found that more than three-quarters of the supply teachers studied so far were satisfied with their job fairly.

The teachers were found recruited by both private agencies and schools directly. As the study is concerned, more than two third of the schools had recruited supply teachers directly. Both the support staffs and the member of the management team were responsible for deployment of teacher to schools. Generally, it was found that the supply teachers who were familiar with the school made direct contact to the school for their deployment. Regarding professional development of supply teachers, LEAs along with other majority of agencies provided some professional development opportunity for supply teachers. However, 43 percent of them were provided CPD and other 21 percent commented for payment of training cost. Overall, 34 percent of them had been supply teaching throughout the previous year and had some CPD in the year.

CHAPTER THREE
RESEARCH METHODOLOGY

The study was conducted and completed within the following methodological strategies:

3.1 Conceptual Framework

The research was based on following conceptual framework:

Fig. 1 Conceptual framework of the study
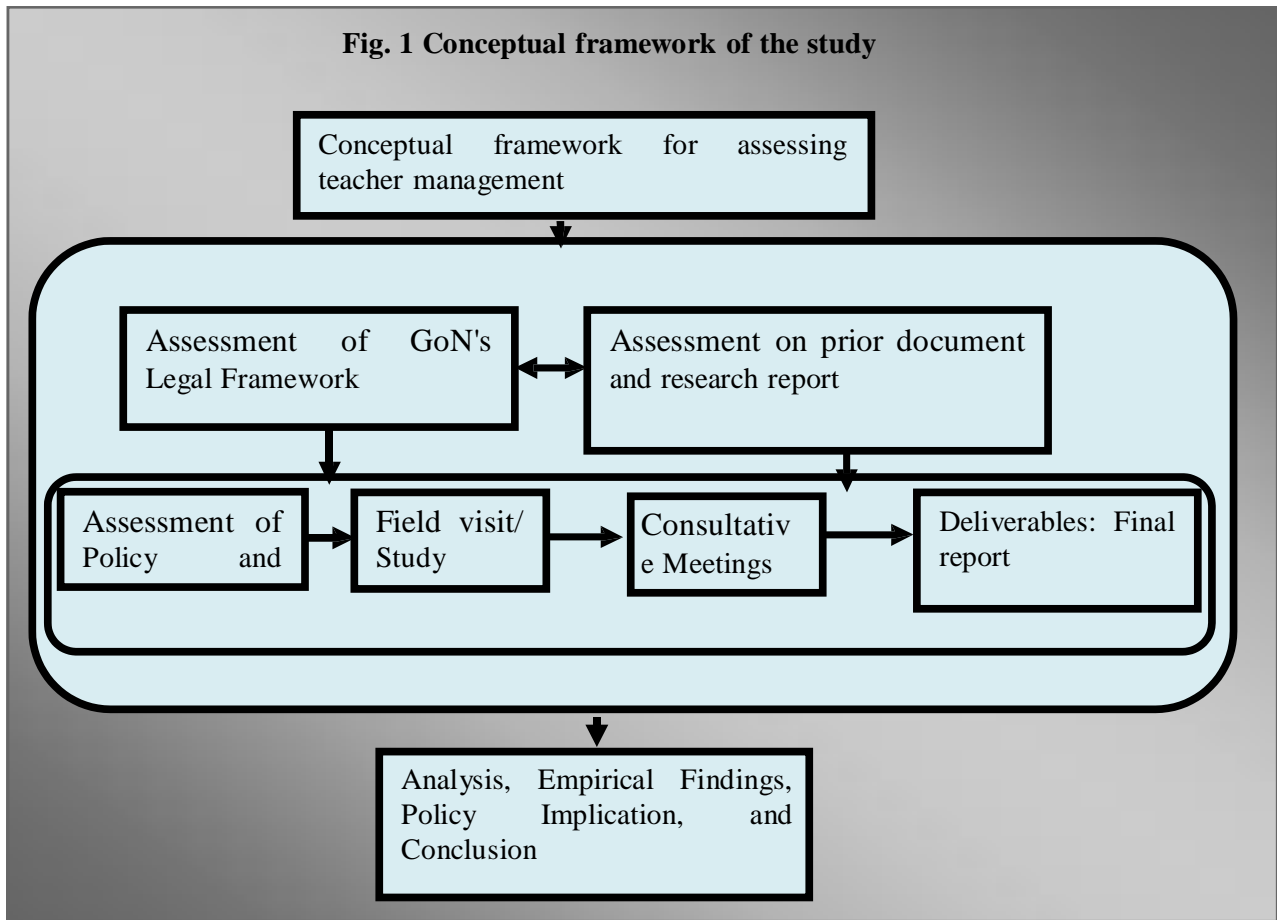
3.1.1 Clarification of the Conceptual Framework

Assessment of GoN's Legal Framework: This research assessed the policies, acts, regulations, and directives governing teacher management in community schools of Nepal.

Assessment of prior research and document: In this section, the prior researches and document focusing trends, impacts, problems and prospective of teacher management in school level were discussed.

Assessment of policies and plans: Plans and policies of government related to teacher management were assessed to analyze the current and future plan of the government.

Consultative meeting: Consultative meeting among concerned stakeholder was held to have the discussion related to teacher management in community schools. The consulting meeting at Central Level is not conducted due to some technical problems. It will be conducted very soon.

3.2 Research Design

Descriptive, exploratory, and analytical study design along with the both qualitative and quantitative data were used in the study, however the focus of the study was in the qualitative approach of inquiry. The qualitative data were analyzed and interpreted in a narrative style. Quantitative data were interpreted with the help of simple statistical tools like frequency distribution, ratio and percentage. The following theoretical framework has made the study design some more comprehensive:

Fig. 2 Research design for the study

Theoretical framework for status of teacher management in school

Review of related documents and field study

Success story

Review of previous study

Institutional assessment

Secondary data

Primary data

Qualitative and Quantitative analysis
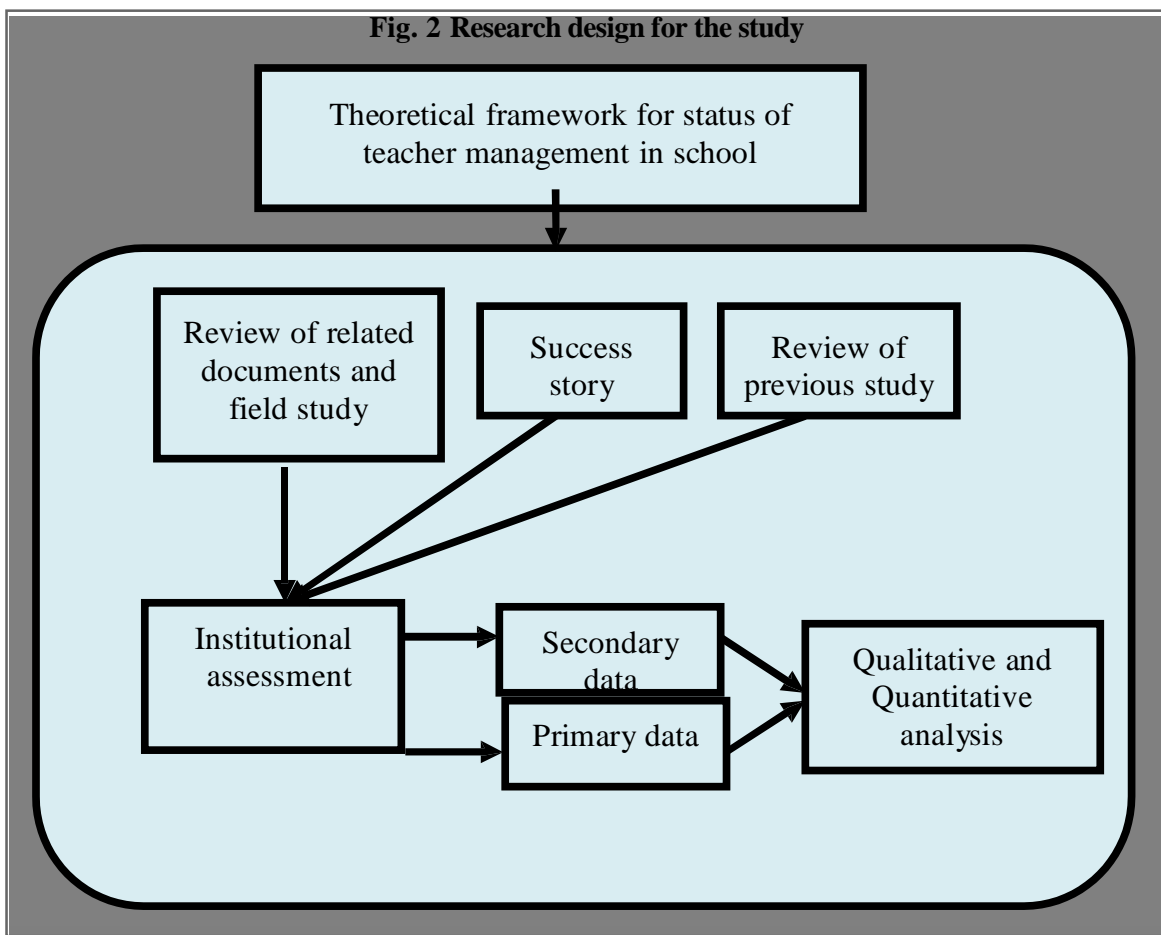
3.3 Sources of Data

Both the primary and secondary sources of data were used in the study. Primary data were collected from different primary sources. Some of the main primary sources were: Concerned SMC persons, teachers, head teachers, PTA persons, DEOs, representatives of teachers' unions and other professional organization, SS/RP, authorities of teacher service commission and NCED as well as district and national level some other stakeholders. Research team has used secondary sources of data as required. Secondary data were collected from different related secondary sources through document study.

3.4 Sample of the Study

The following districts were studied as sampled districts to collect the primary data for the study:

Table No. 1 Sample of the study					
Dev. Region	**Zone**	**Eco. Region**	**Districts**	**Schools**	**Teachers**
Eastern	Mechi	Hill	Ilam	5	10
	Sagarmatha	Mountain	Solukhumbu	5	10
Central	Janakpur	Hill	Ramechhap	5	10
	Janakpur	Terai	Mahottari	5	10
	Bagmati	Valley	3 Districts	5	10
	Narayani	Terai	Parsa	5	10
Western	Lumbini	Hill	Palpa	5	10
	Dhaulagiri	Mountain	Mustang	5	10
Mid-western	Karnali	Mountain	Mugu	5	10
Far western	Mahakali	Terai	Kanchanpur	5	10
5	9	3	12	50	100

3.5 Tools and Techniques for Data Collection

The following tools and techniques were used to collect data for the study:
- ➢ Questionnaire for the Key Informants
- ➢ Semi-structured Interview
- ➢ Focus Group Discussion
- ➢ Interaction
- ➢ School Survey
- ➢ Field Notes
- ➢ Case Study
- ➢ Document Study

3.6 Limitations of the Study

The study had the following limitations:
- ➢ Incorporation of only the community schools
- ➢ Incorporation of only the primary, lower-secondary and secondary level schools
- ➢ Sample study of 12 districts,50 schools, 50 head teachers, 100 teachers, and some other local, district and central level stakeholders
- ➢ Exploration of only the status of teacher management
- ➢ Time frame of total three months

CHAPTER FOUR
ANALYSIS AND INTERPRETATION OF DATA

AS the present scenario of teacher management in Nepal is concerned, it has adopted the decentralized policy in managing the teachers of schools. However, the decentralization so practiced in the sense of devolution of decision making power to the school, local and/or intermediate administration (district) level in order to apply its strategies for improving the provisions, utilization and management of school teachers. Different documents showed that Nepal has adopted and adjusted a certain number of measures of decentralization of educational management since the late 1980s. By this, decentralization practice on education passed more than two decade however, it has not explored the expected result due to many different reasons. The attempts of research, here, is to deal with all these spectrums of teacher management at school.

4.1 The Selection, Recruitment and Placement of Teachers: An Assessment of Policies and Processes

The selection 5 (ka), rule 22 (na) of education regulation, 2049 as well as the section 3, rule 9 and 10 of teacher service commission 2057 have made policy provisions for the recruitment of teachers. Similarly section 3, rule 7 of the teacher service commission regulation 2057 has defined the placement policies and procedures of the teachers at schools. According to these rules school management committee announces the vacancies of teachers incorporating the details of past and minimum qualification. The managing committee in the chair of SMC forms a teacher selection committee in assistance and collaboration with the district education office. After this public notice the selection committee selects teacher with the written and practice examination of 150 full marks. Afterwards the committee certifies the SMC for the recruitment of selected candidate as teacher. Accordingly, the SMC recruits the selected candidate as teacher and make placement to the school. This decision is sent to the district education office for necessary approval.

The recruitment, selection and placement procedure have diagrammatically been presented below for the intelligibility of the procedure:

Fig. 3 The recruitment, selection and placement procedure

```
                              ┌──────────┐
                              │   DEO    │
      ┌──────────┐            └──────────┘           ┌──────────┐
      │ Approval │                                   │ Approval │
      └──────────┘                                   └──────────┘

  ┌──────────────┐         ┌──────────┐        ┌──────────────┐
  │ Recruitment  │ ◄─────► │   SMC    │ ◄─────► │   Vacancy    │
  │              │         └──────────┘         │ announcement │
  └──────────────┘                              └──────────────┘

  ┌──────────────┐         ┌──────────────────┐
  │ Selection and│         │ Teacher selection│
  │ certification│         │    committee     │
  └──────────────┘         └──────────────────┘
```
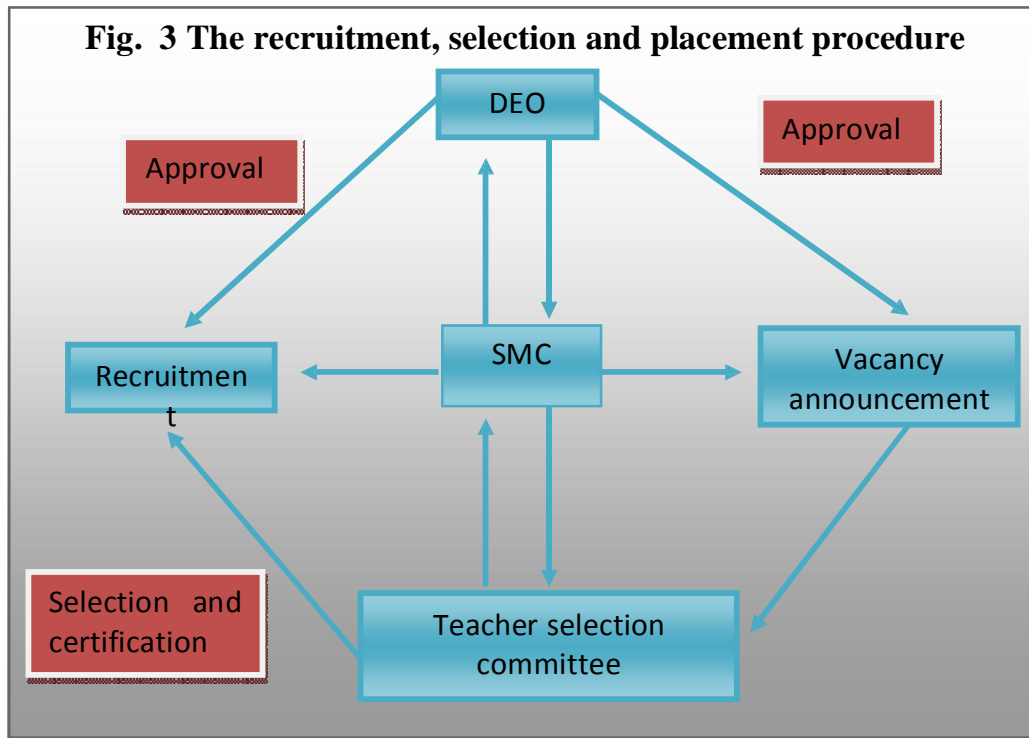
After the fourth, fifth and sixth amendment of the Education Act, 2028 the article 11 (kha) has made prevision of a central level teacher service commission for the recruitment and deployment of teachers for permanent post. Based on the same, government of Nepal has launched Teacher Service Commission Regulation, 2057 according to the delegated authority of the article 19 of the act. With this two legal provisions, as an administrative wing of the ministry of education, the teacher service commission deserves the sole authority of recruiting teaches for permanent post in Nepal. However, it is seen that it has not announced the vacancies for permanent post of teachers for 17 years (since 2052 BS). Due to this, the seventh amendment of education act had made provision of recruiting temporary and other (Rahat, PCF) teachers through the SMC. As the TSC is not announced vacancies for permanent post of teachers yet, the SMC is fulfilling the need of teachers at school according to the set rules and provisions.

4.1.1 Status of Teacher Recruitment
As the primary source of information, the study has collected required data from one hundred teachers of 50 schools. As the status of their recruitment in school is concerned, it reveals the following figure:

Table No. 3 Types of sampled teacher at school

SN	Types of teacher	Number
1	Permanent	60
2	Temporary	25
3	Rahat	10
4	PCF	2
5	Private	2
6	Other	1
	Total	**100**

Source: Field Survey, 2012

Fig. 4 Types of sampled teacher at school
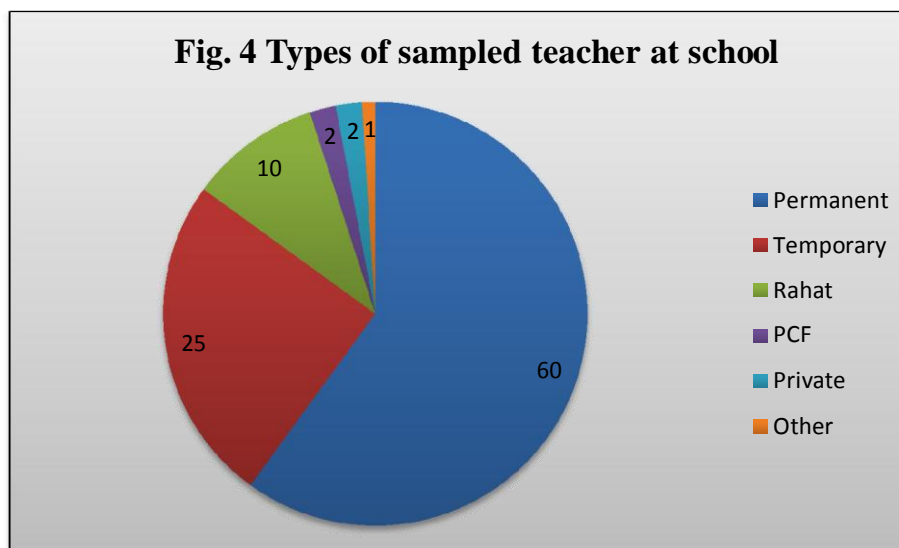
The data presented in the table and figure above shows that only 60 percent of the total teacher understudy were permanently recruited. The second portion (25 percent) was of temporary teachers, there were 10 Rahat two PCF, two private and one other types of teachers at schools. By this, 40 percent of total teachers working at present are recruited by SMCs. That is, only 60 percent of the teachers at schools are permanent recruited by the teacher service commission as permanent teacher.

In the same line 50 schools from 10 different cluster (each 5 from one cluster) were also visited and included in the study. According to the study, the status of total teachers working at those schools was as below:

Table No. 2 Type of teacher at school

Permanent	Temporary	Rahat	PCF	Private	Other	Total
401	170	74	25	80	30	760

Source: Field Survey, 2012

Fig. 5Types of teacher by recruitment at sampled school
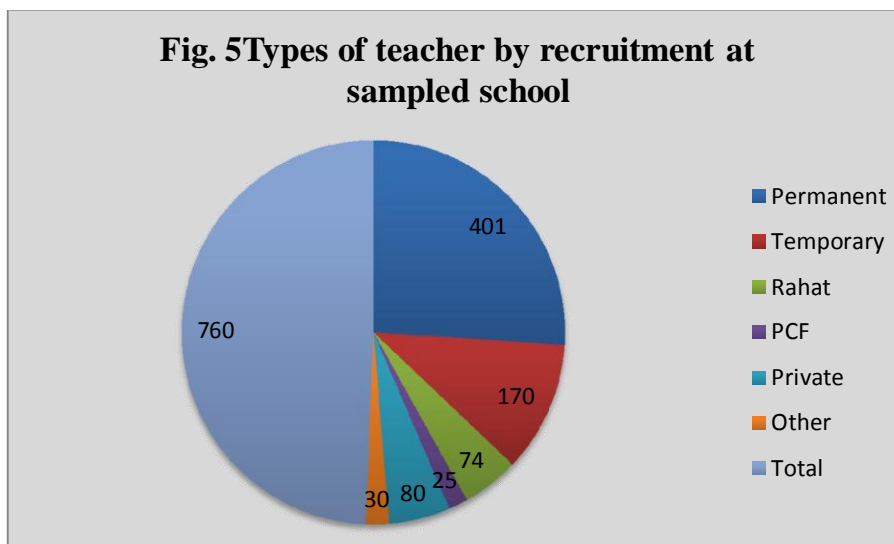
According to the data, there were 359(47.23 percent) teachers other than that of permanent teachers at schools, which is there were only 401 (52.77%) permanent teacher at schools. By the data presented at the both table above, there are less than 60% permanent teachers working at schools at present. This shows that SMCs have recruited more than 40 % of the total teachers at schools.

4.1.2 STR at Schools

Government of Nepal Ministry of Education is recently practicing the 'data based funding' for recruiting teachers at schools. For this, the PCF teacher's quota system has been introduced and the recruitment of teacher has been based on the number of student enrolled at schools. That is, according to the PCF directory 2066, teachers at schools is recruited according to the number of students enrolled at school (i.e., the STR). As the field study for this research is concerned, the following student teacher ratio (STR) was found at sampled school:

Table No. 4 STR at sampled school

Level	Teacher	Student	STR
Primary	63	1097	17.41
L. secondary	104	2332	22.42
Secondary	597	18357	30.74
Total	764	21786	28.51

Source: Field Survey, 2012

Fig. 6 STR at sampled school
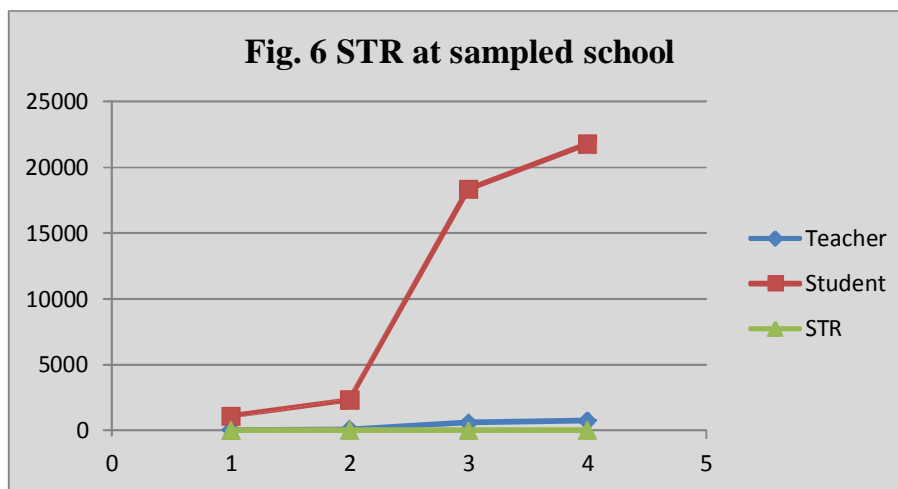
The data presented in the table above show that the average student –teacher ratio at schools is 28.51 pupil per teacher. As the level-wise STR is concerned the primary, lower secondary and secondary level have 17.41, 22.42, and 30.74 pupil per teacher respectively. This is the data only from the 50 sampled schools thus, may not be generalizable in the whole spectrum of teacher management. However, it has presented a glimpse of the STR scenario at schools.

Quoting flash report (DEO, 2011/12), the mid-term evaluation report of SSRP presents the following STR at schools in Nepal:

Table No. 5 STR at schools in Nepal			
Level	**Teacher**	**Student**	**STR**
Primary	131671	4111679	31
L. secondary	34400	1546647	45
Secondary	22825	708154	31
Total	**188896**	**6366480**	**33.70**
			Source: DOE, 2012

Fig. 7 STR at schools in Nepal
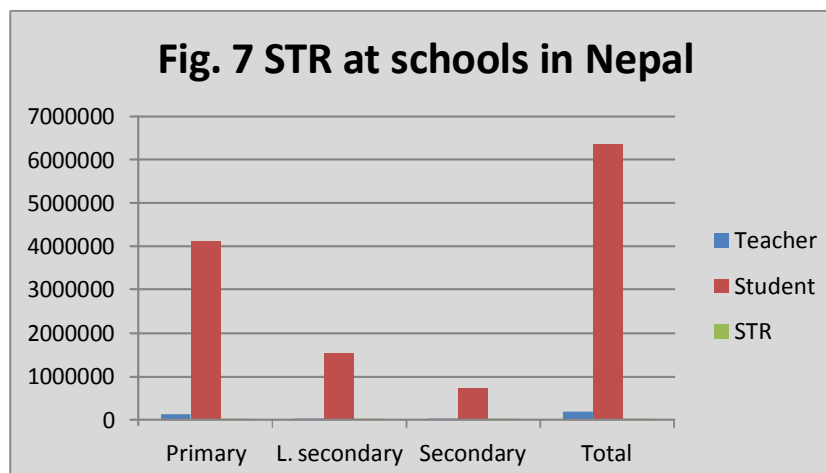
However, there is uniformity in the data of the secondary level in these two tables, the data of Primary and lower Secondary level greatly varies between the national data and the data from sample schools. What so ever the variations so, the national data shows 33.70 students per – teacher at schools in average. This indicates that there is the need of teachers at schools.

4.1.3 Variation in Teachers Post
While TSC is not recruiting teachers for permanent post, government of Nepal has made provision of recruiting temporary and contract teachers through SMC at local level. According to an informant from TSC source, to solve the problems of teacher management at schools, GoN has practiced different provisions like Rahat and PCF system. Due to this, there are different types of teachers at schools in Nepal, now.

Shakya (2012) in the mid-term evaluation of SSRP notes 12 types of teachers working at Nepalese schools as-Permanent teachers, Temporary teacher, Rescore person, Kaaj teaches, Special school teacher, Rahat teacher, PCF quota teacher, Substitute teacher, Female teacher, Community funded teacher, I/NGo funded teacher, and Voluntary teachers. The teacher's union claims that there are 18 different types of teachers working at Nepalese schools. During the period of field study for this research, teachers were found categorizing into six different types as permanent, Temporary, Rahat, PCF, Private and Others by the local level stakeholders. While analyzing this, there found different types of teachers at schools however, the classification does not find prompt and intelligible. As the nature of their recruitment is concerned, the interaction with different district and national level stakeholders revealed that they are mainly of the following three types:
- Permanent teachers
- Temporary teacher
- Contract teachers

As the base of their recruitment is concerned, almost all (except permanent and temporary) the teachers categorized above are under contract basis. Not all the policy and legal provisions also find conceptualizing other types of teachers more than these do. However, whatsoever the variation of teachers at schools is, this has really created some problems in teacher management. According to a teacher as well as a member of teacher's union, quality of education cannot be upgraded until the variation of teachers can be reduced at school. According to him, variation in teacher's post has created classes of teachers, which further has resulted variation in the quality of service they delivered. Another teacher also argued that variations of teacher has created various qualities and consequently has brought various problems in teacher management. As there are two main types (government funded and community funded) of teacher in terms of the payment they receive, only the permanent teachers get grade wise hike and other service related benefits like provident fund and paid leaves. The stakeholders from teacher's professional organization along with teacher's union claim that teachers pay varies from 2,400-24,000 despite of the equal qualification and workload. This is why; they said that different types of teachers working at schools themselves are the serious problem for teacher management at schools.

What is found in the study is that the underpaid teachers feel some psychological difficulties to work along with the highly paid teachers. They are not only underpaid but also getting least service facilities in comparison to the highly paid teachers. A sampled teacher said that we were facing the psychological problems in service and facilities we received although having equal responsibility, working load and qualification. This shows that due to the variation in service and facilities, some teachers are not feeling work-friendly situation at schools.

4.1.4 Policy and Process Analysis

By the aforementioned analysis of policy, process, and status related to recruitment, selection and deployment/placement of teachers, SMC in found as a responsible unit/body for appointing teachers at schools. According to Teacher Service Commission source there are 108,500 posts of teachers created by the government of Nepal in which approximately 18-20 thousand post are still vacant. However, flash report 2011/12 shows that there are 188,896 teachers working at schools in Nepal. The TSC has not announced vacancies for permanent post of teachers for 17 years. 'It is in the paralyzed from'- all the stakeholders of education argue during interaction with them.

The study found that the main reason behind this situation to occur, as indicated by the informants, is the lack of appropriate policy and process that can help to overcome the problems associated with teacher management. In one hand, government indicating the financial constraint does not allow the TSC to announce the vacancies for permanent post of teachers. In the other hand, the TSC does not have sole authority to conduct its entire activities independently. Many of the district and national level stakeholders during interaction pointed out that TSC should be an independent and solely authorized constitutional body to solve the problems of teacher selection. Some of them argue in favor of the need of separate TSC Act particularly to make it functional. However, the logic and number of the informants in favor of constitutional TSC was stronger and greater than that of the rest.

A central level interaction program on teacher management issues was conducted in the participation of all the national level stakeholders of education. Similarly, the views of all stakeholders from grass root level to the government level had also been sought regarding teacher management issues during the study period. The study found uniformity in almost all the stakeholders' views regarding the independency of teacher service commission.

As article-11 of Education Act, 2028 defines about the formation of TSC, government, following the delegated authority of article-19 of the Act, has released Teacher Service Commission Regulation-2057. This shows that TSC is not an independent and rightful separate agency in the lack of even its own separate Act. Thus, many teachers, representatives of teacher union and other professional organizations of teachers, and other national level stakeholders pointed out at least to release the separate TSC Act to solve the problems related to teacher management not for all its spares but just to make work friendly

situation and environment. It may help the commission to be functional. Secondly, according to them it is necessary to make TSC an independent and rightful constitutional agency so that it can work independently according to its own rules, regulations and law. One of the senior personnel of TSC said that GoN herself is responsible to make TSC as a paralyzed institution. This is due to the result of political influence and intervention. According to him, until it does not become a constitutional organ, it cannot work efficiently and effectively even after a century.

Above all, it is clear that the TSC has least enough and strong legal base and provisions to solve all the problems related to teacher management, especially, in the selection of the teachers. While analyzing the views of the concerned stakeholders from local to national level, primarily, it is necessary to release a separate TSC Act to make it more active and functional than what it is now. However, it only cannot solve the entire problems. For the long-term solution of teacher management in Nepal, it is seen necessary to make the TSC as an independent constitutional organ like PSC so that it can decide its entire actions, plans, functions, and activities strongly with no effect and influence of any external (and/or internal) power.

4.2 Deployment and Re-deployment of Teacher

Government of Nepal has formed the Teacher Service Commission as the central authority for the deployment of placement quota of the teachers. For this, government has released TSC regulation 2057, under education act-2028. However, there is no separate act for TSC. As international system of teacher deployment is concerned there can be observed two systems:

- Deployment with central authority
- Deployment in market system

According to Shakya (2012), teachers are hired by the central government and deployed over the country in a system with central authority. In a market system, each school advertises and recruits its own teachers. This system of teacher deployment has benefit of easy administration and quick response to shortage however, it may not be free from local pressure.

Thus, deployment of teachers with the central authority is a centralized practice of teacher deployment. It basically, expects top-down approach to teacher deployment. Market system is a mean for decentralization practice in which teachers are managed locally. Based on the same background, government of Nepal has delegated its authority of teacher management to the SMCs. However, there are many problems in the local level. As the local situation is analyzed, the local authority (SMC) has many deficiencies:

- SMCs are formed more politically than academically
- The SMC members have low academic qualification
- They have no managerial trainings
- Local people are least aware and least capable of assisting proper management

By this, according to almost all the teacher understudy, the SMCs are not able to handle the overall managerial aspects of the school. In addition, teacher management for them is one of the difficult areas. They suggested empowering and making aware and responsible the SMCs before handing over the teacher management aspect to the local level. Until it is managed well, they argued to manage teachers at school possibly from the intermediate body (DEO/DEC) or from central authority (TSC). The Education Regulation, 2049 has set a criterion of minimum requirement for teacher deployment. Some of the conditions set for teacher deployment are as below:

- Distribution of STR based on geographical region
- District-wise STR
- Teacher demand projection
- Teaching license
- Availability of the candidates etc

Similarly, the regulation has set the following requirement of STR based level wise and grade wise teachers' deployment projection:

Table No. 6 Deployment projection of teachers at school		
Level of education	**Grade**	**Required teachers**
pre-primary	-	1 Teacher
Primary	1-5	Minimum 3 Teacher
lower-secondary	6-8	Minimum 4 Teacher
Basic	1-8	Minimum 7 Teacher
Secondary	6-10	Minimum 8 Teacher
Secondary	9-12	Minimum 9 Teacher
Source: Education Regulation, 2049		

Further, educational regulation 2049 has put the ideal student teacher ratio of 50, 45 and 40 respectively in valley/terai, hill and mountains. As deployment of teacher with central authority system is concerned teachers performance, composition and dynamics of teachers, need of the society and the preparedness of the teachers are taken into consideration however, market system has some more other local consideration (Shakya, 2012)..

As the process of teacher deployment in present context to Nepal is concerned, the teachers are deployed in permanent, temporary, rahat, PCF, and community funded quotas. There are separate processes for their deployment. While over viewing different provisions set in different rules and articles of TSC Regulation, Education Regulation and Education Act, the following stepwise process of teacher deployment can be observed:

a) **For permanent quota**

- SMC request and increase teacher quota to the DEO
- DEO checks and analyzes the need
- DEO forwards the need to MoE

- MoE decides annual teaching post allocations based on available enrollment figure and staffing need estimate
- MoE provides Quota to district
- DEO deploys teachers in school (the teacher is appointed as recommended by TSC).

b) **For temporary quota**
- SMC with the permission from DEO, recruits temporary teachers in the vacant post for 6 months

c) **For rahat quota**
- SMC request DEO for rahat quota on the basis of high STR
- DEO checks and analyzed the need
- DEO forward the need to MoE
- MoE decides on need estimate
- MoE distributes quota to district
- DEO through SMC deploys teachers at school (Note: the system of teacher deployment was stopped from 2009).

d) **For PCF quota**
- PCF quota system is also based on the STR, as same as rahat quota. Thus, the deployment of teachers follows the same procedures based on the STR. What is difference between rahat and PCF teacher is that the salary for rahat teachers are minority block grant equal to 13-month salary however, PCF salary is based on the students number in the block grants. Thus, the salary of PCF teacher may have fluctuation.

e) **For community funded teachers**
- SMC recruits this type of teachers with locally managed fund in case of the requirement of additional teacher. Salary of these teachers is decided by SMC.

The deployment of teacher is affected by many internal and external reasons. Shakya (2007) points out the following such reasons:
Internal reasons:
- Insufficient teacher quota
- Weak management
- No incentives to work at rural areas

External reasons:
- Political interference
- Nepotism and favoritism
- Facilitate life style of teachers
- Geographical deficiencies
- Weak infrastructure

- Lack of security
- Seasonal migration
- Caste-based patriarchal society

As present study is concerned, the discussion, interaction and interview with many different district and national level stakeholders as well as teachers and SMC members at local level has helped to explore the following factors that are responsible to affect proper deployment of teachers at schools:

- Incapability of the SMCs for strong management
- Political pressure, intervention, and interference
- Nepotism and favoritism
- Geographical Complexity
- Low social and academic responsibility bearing by the teachers
- Least transfer of the teachers

According to the study, many of the SMCs are found incapable of managing teachers at school mainly due to low level of related knowledge. In most of the cases, they are least aware of their duties and responsibility as well. In one hand, most of the SMCs are formed politically. In the other hand, this incapability of SMC persons resulted the entrance of politicization in the schools. The nepotism and favoritism underlying in teacher management is one of the result of these two situations discussed above. In addition to this, many of the teachers understudy were found bearing their social and academic responsibility in a least deal. Their unwillingness in periodic transfer is one of its results. In case of mountainous and hilly regions, the geographical complexity is also found as an affective factor to influence proper teacher management at schools.

As redeployment of teachers is a mean to overcome the uneven deployment of teachers at schools, it is also not observed so easy. Balance in teacher management should be created through redeployment from over-staffed schools to under-staffed schools and also from urban and facilitated area to remote places. According to the rule, District Education Committees (DECs) are responsible for teacher redeployment. However, some previous studies and the discussion/interaction with the district/ national level stakeholders during the field study point out that DECs are completely passive due to local politics and central level political intervention. According to official sources of DEO, DOEs and TSC, teacher redeployment in recent years is affected by the lack of support from teacher union and politically affiliated teacher's professional organizations. In the central level interaction, the representatives of teacher's union also accepted it and argued that they sometimes did it to control the unjustified actions against teachers and their profession especially through political intervention. This shows that, some influence of union also lies in the redeployment process. Especially, the study found that almost all the teachers had least willingness to work at remote and village areas despite their home access.

In this regard, Shakya (2012) also suggests for the redeployment and implementation of further guidelines for inter-district deployment of teachers. According to him, a long-term

vision to deploy teacher is required for balanced deployment from the beginning of teacher recruitment and placement. Capacity building of local authority as well as district and national level staffs is required to monitor and deal with uneven deployment. Particularly, it is required to monitor the resourcing school, including staffing, when they are in process of upgrading their level.

As the overall situation of teacher's deployment in the country is taken into consideration, it shows uneven situation based on level of school, geographical situation, ecological variation and school wise variation within the same homogeneous situation. Discussion and interaction with different stakeholder during field study as well as findings of some earlier studies show the following reasons and remedial measures related to addressing the problems of teacher deployment in Nepalese schools:

Major Reasons
- Insufficient teacher quotas in relation to school and student ratio
- Unaware local stakeholders, especially the SMCs
- Weak school management: Low accountability and least capacity
- Lack of sufficient incentives
- Least focus in implementing the reward and punishment system
- Weak physical infrastructure
- Political influence and intervention
- Nepotism and favoritism
- Seasonal migration
- Existing social structure
- Facility oriented life style of teachers

Based on these reasons of improper teacher deployment at schools, the study indicates (based on the same) the following ways to overcome the problem:
Remedial Measures
- Increment of teacher quotas at school
- Community awareness and capacity building of the local stakeholders, especially managerial trainings for SMC persons
- Establishment of a concrete and strict system
- Different incentive packages for teachers, especially for them who deserve examples of best practices and for them who serve in the remote areas
- Strengthening physical infrastructures development
- Reducing political interference, nepotism and favoritism in decision making process
- Strict supervision, monitoring and evaluation system
- Redeployment and periodic transfer
- Hiring local teachers and introducing local calendar (Shakya, 2012).

To sum up, the study found two types of systems generally used in teacher deployment in the world as-deployment with central authority, and deployment in market system. According to the study, Nepal is presently following the market system of teacher deployment. As the

process of teacher deployment in present context of Nepal is concerned, the teachers are deployed in permanent, temporary, and contract (rahat, PCF, and community funded) quotas. The study found separate processes for their deployment. The study shows that the deployment of teacher is affected by some factors like incapability of the SMCs for strong management, political pressure, intervention, and interference, nepotism and favoritism, geographical complexity, low social and academic
responsibility bearing by the teachers as well as least transfer of the teachers.

According to the rule, DECs are responsible for teacher redeployment. However, they are completely passive due to local politics and central level political intervention. Further, teacher redeployment in recent years is partly affected by the lack of support from teacher union and politically affiliated teacher's professional organizations. There seems uneven deployment of teachers based on level of school, geographical situation, ecological and school wise variation.

4. 3 Training for Teachers
Training for teachers is one of the main interventions for teacher development as it is conversely related to quality education at school. As a basic indicator of teacher management, training plays crucial role in developing teacher's professional career. Here, the term 'teacher development' refers to teacher's professional development, which is further related mainly to training and partly to other pedagogical activities. As the SSRP targets to improve teacher's capacity, the pre-service and in-service training for teachers and head teachers are the main interventions for teacher development in the country. Thus, an attempt has been made here to analyze the status of training and other professional development activities for teachers, mainly based on the sample of the study. While analyzing the related legal and statutory documents related to teacher's professional development, government of Nepal has made provision of pre-service and in-service training for teacher with separate packages.

(i) Pre-service Training
Pre service training, by name is training for teachers before entering into the service. For this, government of Nepal has launched educational programs in the universities and HSEB board as I. Ed/ +2, B. Ed and M. Ed. The degrees in these levels are recognized as the level wise requirement of training for teachers. In spite of this, HSEB runs +2 Programs with faculty of education.

According to NCED (2009), 99 private teacher-training centers affiliated with NCED have provided pre-service training for primary teachers with required qualification. Further, NCED itself has supported these centers with ToT, technical and materials support as well as access to professional development opportunities for teachers.

A study by Shakya (2010) shows that 170,000 students were enrolled in faculty of education in TU in its university (I. Ed, B. Ed and M. Ed) programs in 2008-2009. However, the number is increasing year by year. According to him, the pass rate proved low efficiency

(below 50%) of these institutions. His report pointed out the following four main causes behind this:
- Overcrowded class
- Traditional chalk and talk method of teaching
- High absenteeism of both students and teacher
- Ineffective practice teaching program

As our study is concerned, the same scenario of the educational institution regarding the status of pre-service training is found. Thus, the research team has attempted to search for the solution of this situation. The stakeholders in different level (local to national) during field study have suggested the following measures to improve pre-service training of teachers:
- Quota system for student enrollment in educational faculty
- Application of modern and scientific teaching-learning methodologies
- Developing culture of self-discipline both in students and teachers
- Focus on practical rather than theoretical courses in degrees
- Implementation of 'laboratory school concept' for effective teaching practice

In addition to this, one-year additional training entitled 'teacher preparation course' as targeted by the SSRP is also found conducting under the faculty of education for those teachers who are from non-education faculty. The TPC is available in Mahendra Ratna Campus, Tahachal and Gorkha Campus, Gorkha under Tribhuvan University. A study by Shakya (2012) shows that the SSRP targets to improve competencies of 7,000 teacher candidates from disadvantage group, however; there is no fellowship for them. According to him, NCED has allocated a quota of 175 for teacher preparation class to empower women in 2011/12; however, it is not yet implemented. By this too, the status of pre-service teacher training seem dissatisfactory and least expected.

(ii) In-service training
As school education in Nepal is concerned, NCED is responsible for training of teachers. According to NCED source, it has a network of 29 educational training centers (both ETC-As and ETC-Bs) along with other 5 sub centers. These trainings are conducted through 29 ETCs in 29 districts and 46 lead RCs in rest of the districts all over the country. These trainings are of three different types with three different packages as below:
- Teacher professional development- TPD
- Backlog clearance
- Qualification upgrading

TPD is a need/demand based in service training for teachers. Based on the reflection of teachers, TPD has three-module structure, which the trainee must, finished attending.
- Training can workshop- 5 days
- Self study exercises – 3 days
- Instructional counseling – 2 days

Shakya (2012) writes that the SSRP targets to train 750 master trainers for TPD, however NCED has already trained 4243 master trainers, the interview with Mr. Bath Kumar Khanal the under secretary of NCED shows that there are 110853 basic and 13646 secondary teachers with the TPD experience by 2011. They are around 179746 basic and 24768 secondary schools however none of the teachers have completed all the 3 models of TPD yet. That is, during the period of the study, only the second model of training was in operation. As presented study is concerned, different stakeholder in different level have

pointed out some problems in conducting the trainings. Some of such problems are listed as below:

- Training is not supportive to teachers in all dimensions
- It lacks specific needs
- It is difficult to cluster the need
- Difficult to conduct action research and self study
- No connection with national curriculum framework (Shakya, 2012)

The ten-month in-service training for backlog clearance with 'in-out-in' model was another training offered by the government to teachers. Education and development, professional studies, subject teaching and practice teaching were the four main elements that were completed with three module/phases in the training. As informed by the NCED source, this training is phased down now with the phased out of Teacher Education Project (TEP) in 2009.

This training was particularly designed for primary teachers in which according to MOE (2011), only 1.6 percent of Primary teachers remained untrained during the period with it. Further, flash report (2011/12) states that 94.1 percent primary teacher have completed ten months raining while 4.3 percent have attended only part of it. Rests of 1.6 percent had not attended in the training. According to it, in addition to primary teacher training, 79.9 percent of Lower secondary, 90.1 percent of Secondary, and 62.5 percent of higher secondary teachers have completed this ten months training for backlog clearances.

As in-service training for teachers is concerned, qualification upgrading is another target of SSRP. SSRP has redefined the qualification of teachers as intermediate for basic and master for secondary level. While implementing this 46 percent of basic level teachers and 30 percent of secondary teachers only meet the redefined qualification criteria. That is if new structure of education is implemented 56 percent basic and 70 percent secondary level teachers become disqualified due to having lack of required minimum qualification.

According to NCED source, keeping this condition in consideration, NCED has made a special effort to upgrade teacher's qualification. For this, Tribhuvan University, Faculty of Education and NCED have signed (2011) a special collaboration document to upgrade teacher's qualification voluntarily. However, the program is not found implementing yet. Further, HSEB is also launching 'special-12' program for those SLC graduates who have completed ten month's in-service teacher training. These two academic efforts are for qualification upgrading opportunities for the teacher by the earliest period of the

implementation of redefined qualification strategies of the SSRP. As the field study for this research is concerned, two different assessments were conducted for both sampled teachers (100) and sampled school's teacher (760). The assessment shows the following status of teacher training at school:

SN	Particular	Number	Percentage
**Table No. 7 Training status of sampled teachers**
1	Only pre service training	13	13
2	Pre service with TPD	61	61
3	10 months back log clearance	4	4
4	10 month training with TAD	20	20
5	Untrained	2	2
	Total	**100**	**100**

Source: Filed Study, 2012

Fig. 8 Training status of sampled teachers
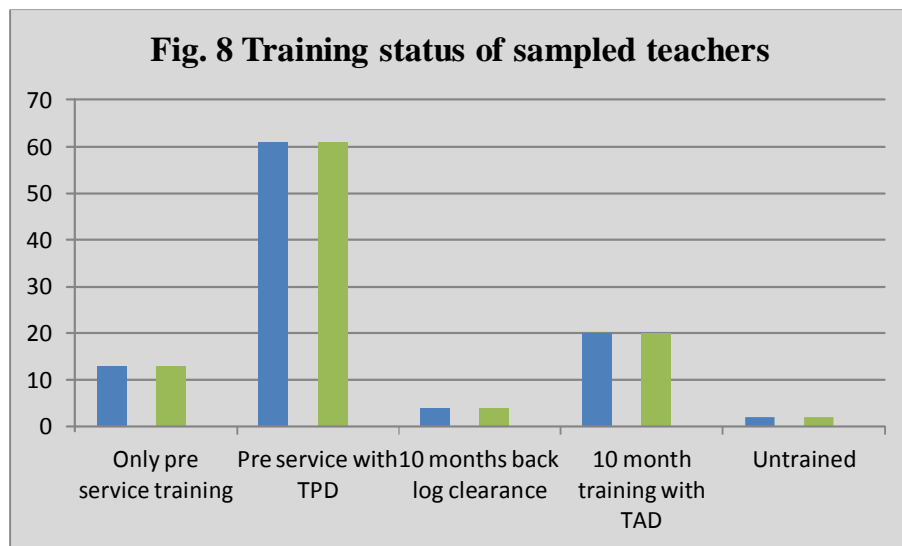
According to the data presented in the table above, were untrained at schools. While 13 percent teachers have only the academic qualification as pre service training, other 24 percent had 10 months training in which 20 percent of them have backlog clearance with TPD. Rests of 61 percent teacher have both pre services training with TPD. Similarly, the assessment with, sampled schools teachers have shown the following status of teacher training:

Table No. 8 Training status of sampled school teacher			
SN	**Particular**	**Number**	**Percent**
1	Only pre service training	51	6.71
2	Pre service with TPD	463	60.92
3	10 months back log clearance	29	3.82
4	10 month training with TAD	204	28.85
5	Untrained	13	1.70
	Total	**760**	**100**

Source: Field Study, 2012

Fig. 9 Raining status of sampled school teacher
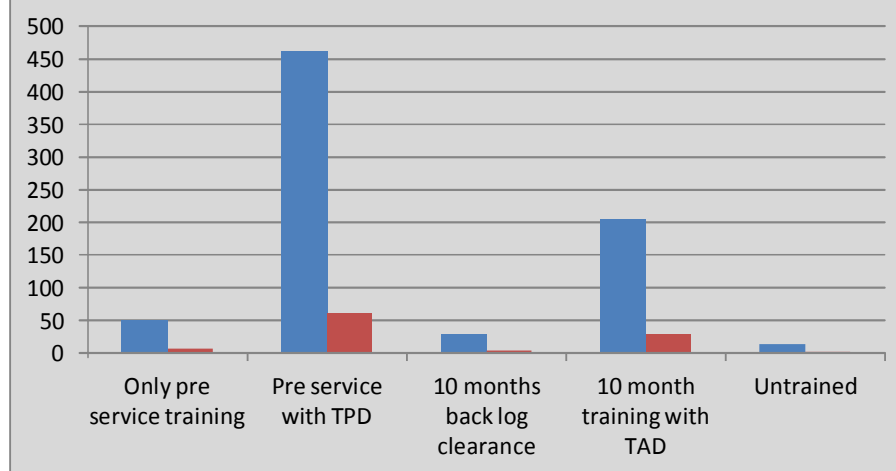
According to the data presented in the table above approximately two percent of the school teacher are untrained yet. 60.92 percent teachers understudy were trained with pre-service training along with the TPD. Similarly, other 28.85 percent were trained with 10 months in-service training with TPD. The data shows that 6.71 percent school teacher have the academic qualification only as the pre service training. Finally, 3.82 percent teachers have only the 10 months backlog clearance training.

These data, though not generalizable due to small sample, show that approximately two percent schoolteachers are yet untrained. Those who are trained are trained with both pre- and in-service trainings, as 10 months backlog clearance is phased out, TPD is only a training conducted for teacher development. Though government of Nepal has made provision for qualification upgrading, TU has not started qualification upgrading voluntary classes yet. HSEB is in practice of 'special-12' however, Tribhuvan University has not approved this scheme as equivalent to intermediate level yet. Due tothis too, the academic certificate of the 'special-12' graduates has in challenge of equivalence and accreditation.

4.3.1 Teacher Transfer

Transfer of teacher is also a part of teacher development as it is directly related to the professional issues and career path. Before the eighth amendment of the Education Regulation, the transfer of teacher was only possible after the work of five years in remote and seven years in urban areas but the amendment eased in transfer system. The regulation permits transfer only for the permanent teachers. According to its new provisions, teacher with less than one-year experience or teachers who are going to retire in less than one year will not be transferred. Generally, teachers of public school will not be transferred opposed to their will. Individual teacher who want transfer, can apply to transfer if both the SMCs agree the transfer process. After the application, district education officer verifies the process and make transfer of him/her. The transfer system of teacher has two different steps. Though district education committees are responsible for teacher transfer DEOs are reported (Shakya, 2012) to be passive due to local politics. Thus, DoE and DEO are only the authority for teacher transfer. According to the Education Regulation, DoE can transfer permanent teachers nationwide while DEO can transfer teacher within the district only after the permission from regional educational office.

As present study is concerned, an assessment of teacher transfer with 100 sampled teachers was carried out. According to them, none of the teachers has the experience of unwanted transfer. Among 100 teachers, only 60 percent were permanent. Among those permanent teachers 18 of them have transferred, ones or twice upon their request application and rests of other have not transferred yet form their first deployment.

4. 3.2 Teachers' Promotion

Education regulation has set criteria for teacher promotion. There are two types of promotions- file promotion and internal examination. However, the standard of teacher promotion in district is complicated. The education regulation has the following standard for teacher promotion in the district:

Table 9 Teacher promotion quota

Total seats	Third class	Second class	First class
5	4	1	1
10	8	2	0
15	12	3	0
20	16	4	0
25	20	5	0
30	24	6	0
35	28	7	0
40	32	8	0
45	36	9	0
50	40	9	1

The table shows that the total number of teacher by class in the districts is limited. Because of this, not all the qualified experienced and eligible teacher s working at school are promoted. There is another separate standard and content of file promotion. This content is as below:

Table No. 10 Content of file promotion for teacher	
Category	**Point**
Minimum qualification	- 2.5 point/year (up to 35) - 20 point (more than 60% -15, more than 45% -13, more than 40% - 11)
Level beside minimum qualification	More than 60%-5, more than 45%-4, more than 40-3
In-service training	10 point (final result scoring more than 60%-10, more than 45% - 8, more than 40% - 6)
Teacher evaluation	35 points (student achievement- 15, research- 5, special responsibility- 5, external evaluation -10)

Source: TSC Regulation, 2057

As our field study is concerned, among 60 percent teachers from teacher sample, 6 of them were found promoted to the upper class. Similarly, among 760 teachers from sample schools 48 of them were found promoted to the upper class. Although having limited numbers of promotion quota the teacher are regularly promoted and were found satisfied with the promotion.

The aforementioned presentation shows that there are three classes of teachers and promotion form one class to another depends on the availability of the post in the district. According to the rule, 75 percent of the promotion is based on 'file promotion' and 25 percent on 'internal examination'. However, many teachers understudy reported that this rule is just for rule's sake, as it is not implemented appropriately. Shakya (2012) writes quoting Devkota (2005) that the difficulty of being promoted to permanent status is a major source of frustration for many teachers, many of whom have waited years for a permanent position. At the same time, mass promotion of teachers with certain teaching experience is criticized to be frustrating factor for well performing teacher. This shows that due to the complexity in teacher's promotion system, many teachers are not satisfied with their promotion.

To sum up this, DoE and DEO are the authority for teacher transfer. Though district education committees are responsible for teacher transfer, they arepassive due to local politics. DoE can transfer permanent teachers nationwide while DEOs can transfer teacher within the district only after the permission from regional educational office. In relation to teacher's promotion, there are three classes of teachers and promotion form one class to another depends on the availability of the post in district. There are two types of promotion systems-file promotion and internal promotion. According to the rule, 75 percent of the

promotion is based on 'file promotion' and 25 percent on 'internal examination'. The contents for file promotion are found as Minimum qualification, in-service training, and Teacher's performance evaluation.

4.4 Perception and opinion of the stakeholders

Parents, SMC members, PTA members, teachers, head teacher, local political activist, representatives of CSOs /CBOs, and resource persons were consulted and involved in the study during the period of field visit at local level. Similarly, school supervisions, DEO, district level political leaders, member of teacher union and other politically affiliated professional organization of teachers, community leaders etc. were also consulted in the district level. To collect their perceptions, district level interaction program were organized in the all nine sampled districts. A central level discussion program was held between and among the central level concern stakeholders at Kathmandu. The main purpose of these discussions and interactions were to collect the perception of those concerned stakeholders in different aspects, issues and spectrums of teacher management system at community schools in Nepal.

These direct contracts with the stakeholders in different levels have made a significant contribution to the study. By these interactions, it is found that the local level stakeholder are known to be processes of the decentralized teacher management at schools, however, in many respects, they are found not capable to handle the management. Government of Nepal is planning to handover the school management to the local community viewing that it raises the responsibility and accountability of the local level stakeholders to the school. However, due to the degrading quality of education in the public schools, many of the educated, aware and financially capable parents do not generally send their children to the community schools. What is bitter is that many of the teachers and SMC members are not found educating their children in the community schools. This raised the two serious and important questions:

- If the teacher and SMC members themselves do not believe on the quality of education they provide, what type of quality education do Nepalese community school provide to the children?
- What is responsible to have this situation at schools ?

This does not mean that quality of education at all the community school is completely decreasing. However, lack of the responsibility and accountability of all the local level stakeholders as well as their limited competencies and capability in school management is a serious issue behind it. Further, self-discipline of teachers and adequate quality and capacity of the SMC members are other issues as these appeared highly lacking. One of the SMC chairperson said that teachers in Nepal are those government personnel who, by rule, work least time in year. Further, teacher's absenteeism is very high in schools apart from this. He noted that none of the teachers of his schools have worked more than 160 days in a year. Education Act and Regulation do not delegate authority of any action to the SMCs despite of certifying necessary action to the DEO. He said that DEOs are in high pressure of political intervention and professional unionism. Due to this, s/he can take no action against the cases.

According to the one of the student leaders, approximately 15 percent of the total teachers are non–functioning at present. They either keep substitutes teacher or make over staffing situation at school and do business or politics.

One of the teachers understudy said that the manager should always be superior and competent to the workers to manage the institution properly and adequately. In relation to the school education, SMC is the manager and teachers are workers. What is bitter is that it has just opposite situation. Many of the SMCs are chaired and represented by least qualified, experienced, competence and skilled members. Many of them neither know the rules, regulations and provisions not have any managerial capacity. The teacher and the head teachers of the school should guide the SMC in all the actions. He argued-how can their management at schools be effective and influential in this situation?

While analyzing all these views of the stakeholders, teacher management at community schools have many problems. Among them capacity development of SMC persons and delegation of additional (action) authority to SMCs is a prime need. Variation in teacher post should be reduced and teacher selection should be provisioned through central (or its district branch) authority. Managerial training for capacity development to the SMC persons and implementation of strong supervision, monitoring and evaluation system of DEOs seems needy. In some cases, it is seen necessary to remind the teachers for self-discipline, professional morality, academic responsibility and social accountability as well. government should implement the provisions for career path, professional development, reward and punishment as well as teachers' rights strictly and fairly. The following boxes also represent some of the crucial and influential opinion and perception of the stakeholders which have been presented here for further details of the stakeholder's understanding and perception in teacher management at schools:

Perception and Opinion of the Stakeholders

"Permanent teachers enjoy security of employment and other benefit backed by politicized unions. [Thus, there is] high degree of teacher absenteeism, poor timekeeping and the common practice of teacher having second job."

-Pherali et al. (2011)

".....[the] relevancy of the student achievement on teacher promotion (is in question) due to the low socio-economic status of children in public school education..... as rich and well off students are already in private school, how can teacher be judged for low achievement of children."

-Shakya (2012)

Perception and Opinion of the Stakeholders (continued)

"To solve many of the problems in teacher management, first, the TSC should be an independent, rightful, constitutional organ. Secondly, the teacher should be recruited under the single door policy/system by the TSC. Thirdly, there should be 'no types' of teachers in the country."

-A district president of teacher union

"Temporary and contract teacher worked better than permanent teachers (at schools)".

-Shakya (2012)

"Teacher selection by TSC, recruitment and deployment by DEOs, and overall management by SMC and local community may be a good practice for proper teacher management but the empowerment of SMC is a prime need."

- A DEO

"TSC is like the tusk of an elephant for GoN, which is not used for chewing. It is in paralyzed form for a long time due to (political, economic, union, and donor) politics. What is only lacking is the vision and willingness of the government. What can the commission having weak (no) legal and statutory base do? I hope to get separate TSC Act and Regulation as a first step to make it operational/functional."

-An undersecretary, TSC

"The parents who are aware and financially little bit sound do not generally send their children to the government school. Even the teachers and SMC members do not do so, why and how the aware parents do so? Thus, many of the students in most of the public schools are from lower class people who generally are illiterate and least aware. The SMC is also represented by the same parents. Thus, it is necessary to lunch awareness and empowerment programs for capacity building of the parents and SMC members, first before providing them the authority of school management. It would be better to manage teacher from central or intermediate administrative level until the local stakeholders cannot develop management capacity."

- An Educationist

GoN is as same as the parents who give birth to too many children and dam care them. Education is one of the neglected sectors of government not only financially but also in visioning, planning, policy making and implementing. If the government is really responsible, she has to double the education budget and strengthen the M/E system.

-A Head Teacher of a Secondary School

Perception and Opinion of the Stakeholders (continued)

"We have 61 students and 2 teaching staffs at school. We did not get Rahat and PCF teacher quota because, neither the SMC members nor the teachers are the active followers of any political parties, teachers' professional political organization, and union. We have no alternative to run the school in the same form."

- An SMC Chairperson

"As I feel, Nepalese education sector is one of the main fields badly affected by the dirty politics. It is mainly due to some lacking and incapability of the set system. Thus, further strengthening of system mainly in managerial aspect is required for improvement. Nepalese education sector cannot be well developed/managed, until it has suffered from political intervention."

- A National Level Political Leader

One of the reasons behind the degrading quality of education in public schools is the teachers having least qualification, least self-discipline and responsibility, and least honesty. No good teachers are rewarded and no bad teachers are punished in reality. Thus, the government has to delegate authority of reward and punishment to that unit to whom the authority of teacher management is provided.

- A Student Leader

While analyzing the aforementioned views of different stakeholders there found some problems in teacher management. Specifically, the limited capability of SMC members to handle overall management, undesirable amount of self-discipline and responsibility in teachers, political intervention in decision making, nepotism and favoritism in teacher selection, insufficient teacher quota at schools and least effective monitoring, evaluation and supervision system are some of the problems that lied in teacher management in school in Nepalese context. This shows that there is the need of managerial and capacity development trainings for SMC members for better management of teachers at school.

4.5 Key issues and challenges in teacher management

The aforementioned discussion shows that teacher management in community schools in Nepal has some problems. Further, it is not free from different associated issues and challenges. During the field study, different attempts have been made to find out what issues and challenges are there in teacher management in Nepal. For this, the views of teachers, head teachers, and SMC members were collected through questionnaire. Similarly, the views of other district and national level stakeholders were collected from discussion, interaction, and interviews. The research team also consulted different related literatures to find out the issues and challenges in teacher management. These all efforts have helped to explore the reality of this and showed that many different issues, situation and circumstances are

responsible to make teacher management as a challenging task. Here, the major issues and challenges explored by the study have been presented.

• The weak status of TSC
• The limited number of approved teachers' quota
• Quantitative imbalance in teacher distribution
• Academic qualification and specialization of teachers
• Decentralization of teacher management: Weak SMCs
• Devolution and delegation of transfer authority
• Political influence and intervention in education
• Non-functioning teachers
• Over- and under-staffed schools: Teachers shortage in remote area
• Teachers' absenteeism
• Attracting and retaining qualified young teachers in school
• Increase the share of women and other teachers from marginalized and disadvantaged groups
• Geographical complexity
• Variation in service facilities for teachers
• Decreasing responsibility, accountability and self-discipline in teacher
• Head teachers' management and the management of MLE teachers

As explored by the study, TSC has a weak status as having no separate Act of its own. Further, as being an administrative body of MoE, it is not completely free and independent to make necessary decisions regarding teacher management. The study showed that the main reason behind not to announce the vacancy of teachers for permanent post for a long time is one of the results of its weak legal status. Further, it is linked with the approved teacher's quota as well. GoN has approved only 108,500 quotas for permanent post of teachers in Nepal. However, according to the Flash report 2011/12 there is 188,896 teachers working at community schools in Nepal at present. The number of students and schools are increasing by years although having the same approved quota. It shows the need of increasing the quotas of teachers but GoN, showing the financial constrains, is not willing to increase the number of teacher's quota for permanent post.

The study has found uneven distribution of teachers at districts. Geographical complexity is found one of the main causes of this. Further, rural-urban disparities as well as some sorts of political influence and pressure of teacher's union are also responsible to have this situation. Due to this, over- and understaffed schools resulting teachers shortage in remote area are observed. Politicization and unionism in education sector has also created some numbers of non-functioning teachers at schools. Teacher's absenteeism is high in remote areas, due to the lack of strong supervision, monitoring, and evaluation, the absenteeism situation is still continuing. By this, some of the teachers at schools are found legging behind their academic responsibility, accountability and self-discipline.

SSRP targets to upgrade the minimum qualification of teachers. It has provisioned intermediate for basic and master degree for secondary level as minimum qualification of

teachers. The study shows if this qualification schemes are strictly implemented, presently working 56 percent of the basic and 70 percent of secondary level teachers become disqualified due to having lack of required minimum qualification. Similarly, those who are qualified have least specialization in the subjects like mathematics, and science. Further, attracting the attention of the qualified young teachers to education and retaining them in school is also not as easy as the government in the community schools cannot fulfill their needs. Similarly, to make the justified deployment of teachers at schools, it is necessary to increase the share of women and other teachers from marginalized and disadvantaged groups.

The management of head teachers and MLE teachers (wherever necessary) at the schools is also a matter of challenge as it is associated with many problems and constrains. What is most important is the decentralization of teacher management and devolution and delegation of transfer authority to the local level. As not all the SMCs are equally capable of properly managing teachers at school, their least performance has made weak management as the result. This shows that it is not better to provide the authority of teacher management to the SMCs until they are not capable enough to handle it. That is, before handing over the managerial responsibility to the SMCs, it is necessary to develop
capacity of them and empower them up to the level they can do it properly.

These situation and circumstances show that teacher management at community schools in Nepal has many issues and challenges. Until the means to address and overcome these challenges are not searched and implemented, teacher management at schools cannot be well and as expected.

4.5.1 The Consequences of Poor Teacher Management

The study along with the interaction and discussion with the national level stakeholders as well as the reality of field from the school during the field study showed that the teacher management at community schools in Nepal is poor and least well managed. According to the study, Nepal is facing the following consequences of poor teacher management in schools at present:

(i) Imbalance in teacher deployment (uneven deployment)
- o Rural urban disparities
- o Gender disparities
- o Disparity in deploying teachers from marginalized and disadvantaged group
- o Disparities in class size

(ii) Politicization and political intervention
- o Political pressure
- o Nepotism and favoritism
- o Possibility of malpractices

(iii) Poor salaries and working conditions of teachers
- o Variation in service facilities
- o Poor living and working condition
- o High teacher absenteeism
- o Irregular attendance of pupil: high dropout, repetition and low achievement

(iv) Ineffective teacher training institutions
- o Poor quality of pre service training (mostly the academic degrees)
- o Poor quality of teacher's instruction
- o Over-crowed classes at universities
- o Theoretical training lacking practicality
- o Shortage of skilled and highly qualified human resources

(v) Poor teacher motivation and morale
- o Low self-discipline, responsibility and accountability
- o Ineffective instruction
- o Least application of training in class

(vi) Higher financial and quality cost
- o High investment
- o Low achievement
- o Poor quality of product

4.5.2 Strategic measures to address the problems and challenges

Review of different related literatures, plans, and policies as well as the discussion, interaction and interview with different stakeholders of education in different level have helped to explore the following strategic measures to address the challenges of teacher management at schools:

- Teacher service commission should be an independent, rightful and constitutional organ to address the problems related to teacher selection and recruitment. As it requires legislative procedure, GoN/MoE should immediately release the separate TSC Act and (TSC regulation based on the Act) to address the current challenges for short-term solution. The commission should select and recruit the teachers for permanent post each year through set procedures.

- GoN has to make judicial distribution of teacher's quota at all the districts without any biasness, pressure and influence.

- It is necessary to reduce the teacher's types just as permanent and temporary. The temporary teachers should be managed from the district wise standing list of alternative candidates of TSC (permanent post) for certain period.

- To solve the problems related to lower/least academic qualification, qualification-upgrading program should be implemented. Special focus should be given to the qualification of the teachers having English, Mathematics and Science as specialization subjects. The government should announce voluntary retirement with golden hand-shake for those teachers who will be disqualified (under-qualified) in the new structure of education and should recruit new candidates.

- To solve the challenges created by the decentralization of teacher management, responsibility sharing model of management among the central, district and local level authority should be followed. For this, teacher selection by TSC (central level) recruitment, deployment/redeployment and transfer by DEOs (district level) and (other) management by SMCs (local level) should be provisioned. As the study pointed out the prime need of capacity development and empowerment of SMC members, the devolution and delegation of entire teacher management authority to SMCs should only be provided after their capacity development. Thus, it is necessary to lunch 'effective and objective' capacity development packages to SMC persons for their immediate empowerment. Thus, different trainings related to managerial skills as well as workshops and interaction regarding educational administration and policy procedures should be conducted for their capacity development.

- To overcome the challenges related to teacher transfer, the study showed the need of amendment in the education regulation to make necessary provision of compulsory/mandatory transfer of teacher after certain (5-7) years of service. This helps maintain the uneven deployment of teachers as well as the shortage of teachers at remote area. For the proper transfer of teachers, some specific rights and responsibilities should be provided to the DEOs.

- Teacher management at community schools is affected by political intervention and influence from local to central level. Thus, it is recommended to develop strict system to minimize the politics in education. As nepotism, favoritism and political influence are centered mainly in teacher selection, the provision of teacher selection through the central level constitutional TSC can overcome this problem.

- As the status of non-functioning teachers at schools is the essence of the lack of professional morality and self-discipline as well as dishonesty towards duty and responsibility, they should be dismissed from their duty after meticulous investigation. However, the chance to put forward the clearance against dismiss should be provided.

- As the study shows the over- and under-staffed situation of schools resulting shortage of teachers in remote areas, it shows the need of an effective redeployment and transfer action. For this, GoN should consult teacher union for necessary assistance in redeployment process. The provision of extra incentives and additional marks/opportunity in promotion should be offered to the teachers who work at remote areas. This will be an influential intervention to address teacher's shortage at remote places.

- Teacher's absenteeism basically, is the result of the lack of responsibility and self-discipline in teacher and the weak supervision, monitoring and evaluation system of the government. Further, the SMCs do not have any rights to take actions against it, in

spite of just certifying action to DEOs. Thus, to face this challenge either SMCs should be empowered and authorized to take actions or a local level supervision and monitoring mechanism in the participation of all the local level stakeholders should be formed.

- To attract and retain qualified youths in the teaching profession, professional-friendly environment should be created at schools. The provision of performance based extra incentives, job security and additional career development opportunities can be some of the interventions to attract their attention. If this happens, it may be a milestone for improving quality of education at school.

- GoN is implementing the mandatory provision of teaching license for teachers. However, it also has created some challenges. Still, there is the problem of availability of human resources in the country having science, mathematics and English specialization. Furthermore, to teach subject of management and science in upper grade of secondary level (class 11 and 12), the mandatory provision of teaching license may create the shortage of work force. Thus, it would be better to follow some flexible procedure to acquire license in such specific cases.

- To increase the share of woman and other teachers from marginalized and disadvantaged groups, some special posts should be created based on the principle of positive discrimination.

- Boarding school can solve the problem of schools created by geographical complexity and least number on students. GoN should established basic level boarding schools in such specific places where the students from 3-5 different schools can be collected and educated with full scholarship. In fact, in comparison to conducting 3-5 different schools having least number of students, this will be a cost effective action for government as well.

- It is necessary to make ease in providing effective pedagogical support to teachers at school which further relates to the instructional effectiveness. Thus, school-based pedagogical support can be relevant in the current situation of having insufficient numbers of RCs. Lead school can support for the cluster schools along with their performance raising and empowerment. For the proper dissemination of instructional competencies, the supervision, monitoring and classroom observation (from RP/SS) should be strengthened.

- Variation in service facilities of teachers is created by the variation in teachers types at schools. While the types of teacher are reduced to only two types (permanent and temporary), the challenges created by 'variation in service facility' will automatically be overcome.

- Teacher's self-disciple is a key indicator of quality education at school. The teacher him/herself is responsible and accountable to his/her profession. Thus, there should be the need of professional morale in some respects.

- New provision should be made to manage MLE teachers from the same language group. Some flexibility may require in the selection criteria especially regarding teaching license and selection procedure.

- The role of teacher union should not only be limited to the advocate of the professional career of the teacher but it should also be linked to quality improvement of school education. Teacher Union should play crucial role of bridge in proper management of teachers at school between the GoN and teachers.

- GoN has not increased the number of permanent teacher quota for a long time. The number of schools and students are increasing year by year. Approximately 45 percent of teachers currently working at schools are other than permanent teachers. This shows the need of teacher quota incrimination. Thus, GoN should increase the quota of permanent post of teachers in close collaboration with MoE, MoF and teacher union along with the meticulous need analysis survey.

- As far as possible, it is better to create separate post of head teacher at school. Head teachers role can be that of administrator. Further, s/he can supervise, guide, support, facilitate, train and monitor the teachers at school. S/he can also facilitate teachers in preparing and implementing the plan, assess periodic achievement, create a motivating school environment, work to improve quality and mediate to the community. Head teacher can also play crucial role in recruitment and deployment of teacher as a local agent of the DoE. However, a separate norms, standard and procedure have to set to select the eligible personnel as head teacher. If this type of HT management do not become immediately possible due to financial constrains of the nation, currently, the working load of teaching can be reduced and some managerial and quality related responsibilities can be assigned to them.

- Two types of teacher management practices (cost effective and data based supply of teachers) can be exercised in the places having least and more student density respectively. That is, not only the level wise but also class wise and subject wise management of teacher can be practiced in the urban and town area where there is high density of students at school. In contrary to this, in the remote places where there are least number of students, cost effective teacher supply can be practiced. For this, the following interventions can be used:
  - o Establishment of boarding school
  - o Increase class size
  - o Multi-grade classes in lower level
  - o Full fledge scholarship program for the students

4.6 Interventions for Improved Teacher Management

Review of many different related literatures (esp. previous research studies) as well as the interaction and interview with different stakeholder at all local, district and national level showed that the present condition of teacher management in practice could be improved if certain interventions can be applied in it. For this, the study suggests the following interventions to apply for improved teacher management in Nepal:

(i) Strong Management System

Clear and well-defined roles and responsibilities is one of the parts of good management. For this, proper distribution of duties, roles and responsibility should be allocated to different levels and stakeholders. Thus, responsibility sharing model of management among the central, district and local level authority should be followed to make the management system strong and effective. For this, teacher selection by TSC (central level) recruitment, deployment/redeployment and transfer by DEOs (district level) and (other) management by SMCs (local level) should be provisioned. For this, it is necessary to lunch 'effective and objective' capacity development packages of trainings to SMC persons and other local level stakeholders for their immediate empowerment in one hand. Different trainings related to managerial skills as well as workshops and interaction regarding educational administration and policy procedures can be some of such intervention as discussed. In the other hand, the amendment in Education Act, Education Regulation, and TSC Regulation can include the responsibility-sharing model of management among the central, district and local level authority so that the management system can be strengthened.

(ii) Teacher's Participation in Decision Making Process

As an intervention to improve teacher management, it is necessary to make participation of teachers at decision-making process. This in one hand, provides opportunity to put forward their views in policy formulation, in the other hand, this will automatically increase the responsibility and accountability of teachers towards their duties. Thus, GoN should consult and make participation of Teacher Union in decision-making process to solve the problems of teacher management at schools.
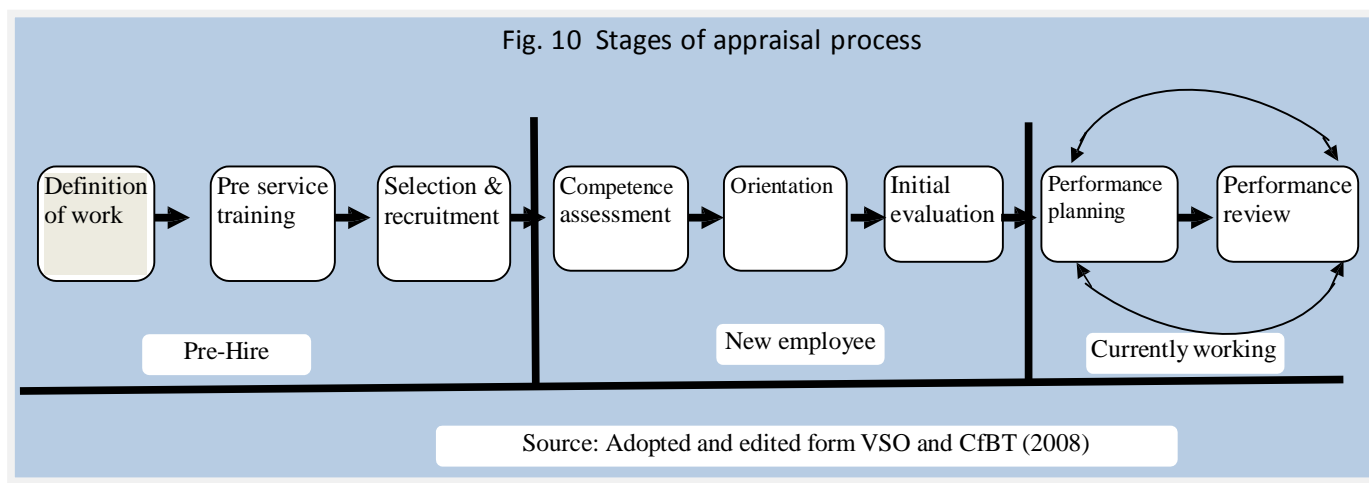
(iii) Effective Pre-service and In-service Trainings

As teacher's training is one of the indicators of appropriate teacher management, an effective training can overcome some of the problems of teacher management related to teacher's professional development. As there are the provisions of both pre-service and in-service trainings for teachers in Nepal, they need some improvement for better service. As pre-service training is concerned, the degrees in educational programs in the universities and HSEB board (I. Ed/ +2, B. Ed and M. Ed.) are recognized as the level wise requirement of training for teachers. However, the pre-service training is not found effective due to the overcrowded class, traditional chalk and talk method of teaching, high absenteeism of both students and teacher and ineffective practice teaching program. Thus, quota system for student enrollment in faculty of educational, application of modern and scientific teaching-learning methodologies, self discipline in students and teachers, focused on practical rather

than theoretical courses in graduation as well as implementation of 'laboratory school' concept for effective teaching practice can be practiced. Further, teacher preparation source (TPC) should also be brought into effective implementation. In relation to in-service training, the effectiveness of TPD should be assessed and new intervention based on the result of assessment should be launched.

(iv) Effective Appraisal System

Another intervention for improved teacher management in community schools in Nepal is an effective appraisal system. The study has suggested applying the following appraisal system for proper teacher management at schools:
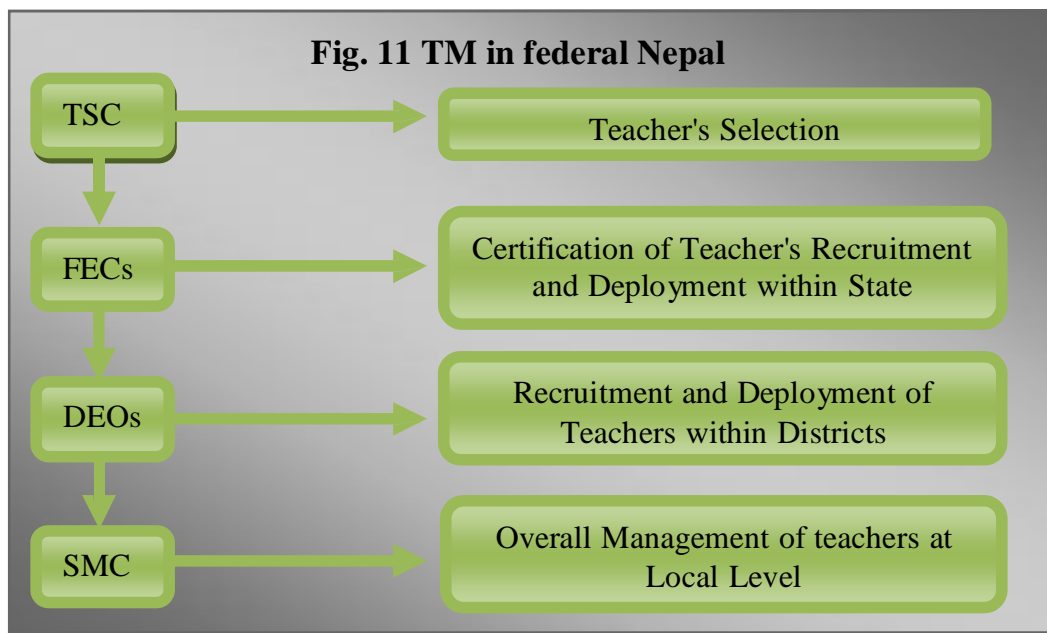
Fig. 10 Stages of appraisal process

Definition of work → Pre service training → Selection & recruitment → Competence assessment → Orientation → Initial evaluation → Performance planning → Performance review

Pre-Hire

New employee

Currently working

Source: Adopted and edited form VSO and CfBT (2008)

4.7 Teacher Management at Federal System

During the period of study, an attempt has been made to explore the ways of managing teachers at community schools in the upcoming federal system of Nepal. For this, views of political leaders in the local, district and central level was collected for analysis. Further, the views of the representatives of teacher union, teachers, head teachers as well as district and national level personnel working in the field of education were also collected and assessed.

The information obtained from the field study revealed that the four-step model of teacher management might be appropriate in the federal system. According to the collected data, the TSC as constitutional organ of the country selects teacher in close coordination and collaboration with the Federal Education Commission (FEC). Each federal state should have a federal education commission of its own. According to the result of TSC, FEC certifies each of its DEOs for recruitment and deployment of the selected teacher at school within the federal state. Accordingly, the DEOs recruits and deploys the teachers at the schools. Rest of all the dimensions of teacher management should be the responsibility of the concerned SMCs.

Thus, TSC, FECs, DEOs and SMCs will be responsible for teacher management at schools in the upcoming federal system of Nepal. However, there should be clear and transparent allocation and distribution of rights, duties, roles and responsibilities of these four

units/agencies by law. According to the informants, if this system is followed, it will kill two birds at once by the single stone. That is, teacher selection by central body with 'single door system', recruitment and deployment by two intermediate bodies and management by local body will be the effective management system for upcoming federal Nepal. For the convenience and more comprehensiveness of the presentation, the concept has diagrammatically been presented in the following chart:

Fig. 11 TM in federal Nepal

TSC	Teacher's Selection
FECs	Certification of Teacher's Recruitment and Deployment within State
DEOs	Recruitment and Deployment of Teachers within Districts
SMC	Overall Management of teachers at Local Level

According to the figure, TSC, FECs, DEOs and SMCs will be the four main and chief organs/agencies responsible for teacher management at the upcoming federal system in Nepal. They have their own and separate roles and responsibilities in their respective levels. What is important is that this provision should be incorporated and approved by the rules, regulations and law of the nation before implementing them.

Research Team

Advisor: Prof. Dr. Basu Dev Kafle

Core Team

Team Leader
Prof. Dr. Chandeshwar Mishra

Research Specialist

Ms. Jamuna Khatri

Mr. Bala Ram Mayalu

Mr. Gopal Subhechchhu

Mr. Rupendra Pokhrel

Mr. Janardan Ghimire

Ms. Sumitra Khatri

Researchers

Mr. R. B. Karki

Ms. Mandira Gautam

Mr. Madhab Gautam

Ms. Shanta Sakya

Mr. Kasiram Sharma

Supportive Team of Specialist

Prof. Dr. Ramji P. Pandit

Dr. M. B. Garanja

Dr. Deepu Shakya

Dr. Prem Sharma

Supportive researchers

Ms. Mridu Gautam Mr.

Gyanu Adhikari Ms.

Sunita Yonghang

CHAPTER FIVE
FINDINGS AND RECOMMENDATIONS
OF THE STUDY

This chapter deals with the findings and recommendations of the study driven from the analysis and interpretation of the data. For the convenience of the presentation, findings and recommendations have been presented in two different sub-headings.

5.1 Findings of the Study
The major findings of the study are as below:
5.1.1 While assessing teacher selection, recruitment, and placement policies and processes adopted by government of Nepal, Teacher Service Commission is found responsible for the selection of teachers at central level. The study found that article 11 (kha) of Education Act, 2028 has made prevision of TSC for the recruitment and placement of teachers for permanent post. Based on the same, government of Nepal has launched Teacher Service Commission Regulation, 2057 according to the delegated authority of the article 19 of the act.

With these two legal provisions, as an administrative wing of the ministry of education, TSC deserves the sole authority of selecting and recruiting teaches for permanent post. However, it has not announced the vacancies for permanent post of teachers for 17 years (since 2052BS) due to the decision of GoN not to fulfill the permanent post of teachers for some years. Due to this, the seventh amendment of education act had made provision of temporary and others teachers recruited through the SMC. As the TSC has not announced vacancies for permanent post yet, the SMC is fulfilling the need of teachers at school according to the set rules and regulation on contract basis.

The study found that section 5 (ka), rule 22 (na) of Education Regulation, 2049 as well as the section 3, rule 9 and 10 of Teacher Service Commission Regulation, 2057 have made policy provisions for the selection and recruitment of teachers at schools by SMCs. Similarly section three, rule 7 of the TSC Regulation, 2057 has defined the placement policies and procedures for the teachers at schools. According to these rules, school management committee announces the vacancies of teachers incorporating the details of post and minimum qualification. The managing committee in the chair of SMC forms a teacher selection committee, in assistance and collaboration with the district education office. After this public notice, the selection committee selects teacher with the written and practical examination of 150 full marks. Afterwards, the committee certifies the SMC for the recruitment of selected candidate as teacher. Accordingly, the SMC recruits the selected candidate as teacher and deploys to the school. This decision is sent to the district education office for necessary approval. The policy procedure of recruitment, selection and placement of teachers as explored by the study has diagrammatically been presented below for the intelligibility of this procedure in way that is more comprehensive:

Fig. 12 Procedure of recruitment, selection and placement of teachers
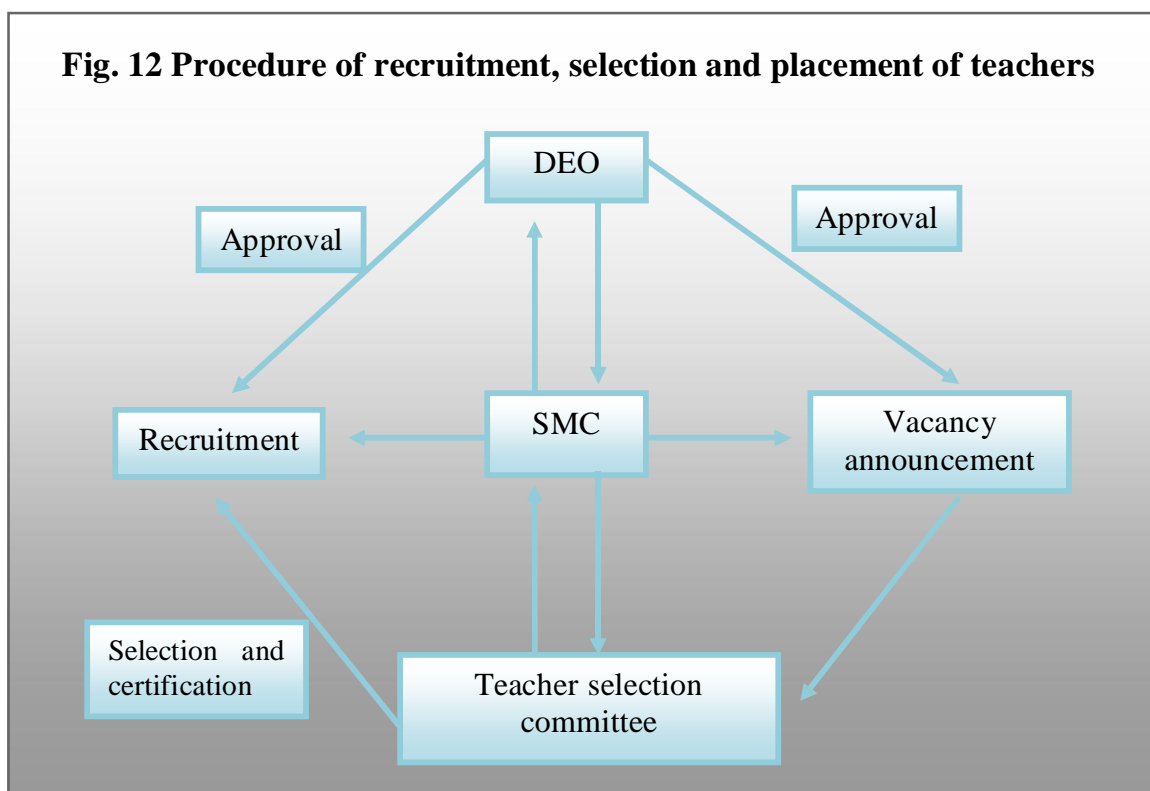
(a) As the status of teacher recruitment in the teacher-sample is concerned, the study found that only 60 percent of the total teacher understudy were permanently recruited. The second portion (25 %) was of temporary teachers, there were 15 percent contract (Rahat, PCF, Private and Other) teachers at schools. By this, 40 percent of total teachers working at present were not permanent and recruited by SMCs.

(b) Among the 760 teachers from all the sampled schools, there were 359 (47.23%) temporary and contract teachers at schools. That is, there were only 401 (52.77%) permanent teacher. By these two data, it can be generalized that there are only approximately 60 percent permanent teachers at community schools in Nepal.

(c) The study found that the schools had the following STR which is lower than the current national data of STR:

   Primary-17.41
   Lower Secondary-22.42
   Secondary-30.95
   Total-23.59

(d) The study found that Government of Nepal, Ministry of Educations is recently practicing the data based funding for teacher at schools. For this, the PCF teacher's quota system has been introduced and the recruitment of teacher has been based on the number of student enrolled at schools.

2. While analyzing the deployment and redeployment situation of the teachers in schools, the study found that there are two types of teacher deployment system practiced in the world. They are:

Deployment with central authority
Deployment in market system

The study explored that Nepal is practicing the market system of teacher deployment at present. According to the study, the requirement set by education regulation for the deployment of teachers at schools is as below:

Table No. 11 Requirements for teacher deployment		
Level of education	**Grade**	**Required teachers**
pre-primary	-	1 Teacher
primary	1-5	Minimum 3 Teacher
lower-secondary	6-8	Minimum 4 Teacher
basic	1-8	Minimum 7 Teacher
Secondary	6-10	Minimum 8 Teacher
Secondary	9-12	Minimum 9 Teacher

(a) As the process of teacher deployment in present context of Nepal is concerned, the teachers are deployed in permanent, temporary, and contract (Rahat, PCF, and Community Funded) quotas. The study found separate processes for their deployment.

(i) For permanent quota
   • SMC request and increase teacher quota to the DEO
   • DEO checks and analyzes the need
   • DEO forwards the need to MoE
   • MoE decides annual teaching post allocations based on available enrollment figure and staffing need estimate
   • MoE provides Quota to district
   • DEO deploys teachers in school (the teacher is appointed as recommended by TSC)

(ii) For temporary quota
   • SMC with the permission from DEO, recruits temporary teachers in the vacant post for 6 months

(iii) For contract quota
   • SMC request DEO for different contract (rahat, PCF, private, community funded) quota on the basis of high STR and necessity
   • DEO checks and analyzed the need
   • DEO forward the need to Mo
   • MoE decides on need estimate
   • MoE distributes quota to district
   • DEO through SMC deploys teachers at school (Note: the rahat system of teacher deployment was stopped from 2009). PCF salary is based on the student's number in

the block grand. Thus, the salary of PCF teacher may have fluctuation. The salary of community-funded teachers is decided by SMC.

(b) The study found that the deployment of teacher is affected by the following factors:
- Incapability of the SMCs for strong management
- Political pressure, intervention, and interference
- Nepotism and favoritism
- Geographical Complexity
- Low social and academic responsibility bearing by the teachers
- Least transfer of the teachers

(c) The study also found that re-deployment of teachers is an effective way to solve the problems of uneven deployment. However, re-deployment of teachers is also problematic due to the following major reasons:
- Insufficient teacher quotas in relation to school and student ratio
- Unaware local stakeholders, especially the SMCs
- Weak school management: Low accountability and least capacity
- Lack of sufficient incentives
- Least focus in implementing the reward and punishment system
- Weak physical infrastructure
- Political influence and intervention
- Nepotism and favoritism
- Seasonal migration
- Existing social structure
- Facility oriented life style of teachers

3. The study found the following interventions currently using for Teacher Development:
(i) Teachers Training
a) Pre-service training
b) In-service training
- Teacher professional development- TPD
- Backlog clearance
- Qualification upgrading
(ii) Teacher Transfer
(iii) Teacher Promotion
(a) Government of Nepal has launched educational programs in the universities and HSEB board as I. Ed/ +2, B. Ed and M. Ed. as the level wise requirement of training for teachers. In spite of this, HSEB runs +2 programs with faculty of education. Further, 99 private teacher-training centers affiliated with NCED have provided pre-service training for primary teachers with required qualification. In addition to this, one-year additional training entitled 'teacher preparation course' as targeted by the SSRP is also found conducting under the faculty of education for those teachers who are from non-education faculty. The TPC is available in Mahendra Ratna Campus, Tahachal and Porkhara Campus, Gorkha under Tribhuvan University. The study also found that NCED has a network of 29 educational training centers (both ETC-As and ETC-Bs) along with other

five sub centers. These trainings are conducted through 29 ETCs in 29 districts and 46 lead RCs in rests of the districts all over the country. These trainings are of three different types with three different packages as below:

- Teacher professional development- TPD
- Backlog clearance
- Qualification upgrading

TPD is a need/demand based in-service training for teachers. Based on the reflection of teachers, TPD has three-module structure which the trainee must, finished attending:

- Training cum workshop- 5 days
- Self study exercises- 3 days
- Instructional counseling- 2 days

The study found that SSRP targets to train 750 master trainers for TPD, however NCED has already trained 4,243 master trainers. There found 110,853 basic and 13,646 secondary teachers with the TPD experience by the year 2011. However, none of the teachers has completed all the three models of TPD yet. The study also found the following problems in conducting the trainings:

- Training is not supportive to teachers in all dimensions
- It lacks specific needs
- It is difficult to cluster the need
- Difficult to conduct action research and self study

According to the study, 94.1 percent primary teacher have completed ten months training while 4.3 percent have attended only part of it. Rests of 1.6 percent had not attended in the training. In addition to primary teacher training, 79.9 percent of Lower secondary, 90.1 percent of Secondary, and 62.5 percent of higher secondary teachers have completed the ten months training for backlog clearances.

The study found that qualification upgrading is another target of SSRP. For this, Tribhuvan University, Faculty of Education and NCED have signed (2011) a special collaboration document to upgrade teacher's qualification voluntarily. However, the program is not found implementing yet. Further, HSEB is also launching 'special-12' program for those SLC graduates who have completed ten month's in-service teacher training. These two academic efforts are for qualification upgrading opportunities for the teacher by the earliest period of the implementation of redefined qualification strategies of the SSRP.

The study showed that 98 percent of the total teachers are trained at schools. While 13 percent teachers have only the 'academic qualification' as pre-service training, other 24 percent have 10 months training in which 20 percent of them have backlog clearance with TPD. Rests of 61 percent teacher have both pre-services training with TPD. These data, though not generalization due to small sample, showed that approximately two percent schoolteachers are yet untrained.

(b) The Education Regulation permits transfer only for the permanent teachers. As its rule is concerned, teacher with less than one-year experience or teachers who are going to retire in less than one year will not be transferred. Further, teachers of public school will not be

transferred opposed to their will. The rule shows that individual teacher who want transfer, can apply to transfer if both the SMCs agree the transfer process. After the application, district education officer verifies the process and make transfer of him/her. In the study with 100 teachers, 60 percent of them were permanent. Among those permanent teachers, 18 of them have transferred, ones or twice upon their request application and rests of other have not transferred yet form their first deployment. The study found that none of the teachers had the experience of unwanted transfer.

(c) The study found two types of promotion system practiced in Nepal-'file promotion' and 'promotion based on performance level'. However, the standard of teacher promotion in district level is complicated. There are three classes of teachers and promotion form one class to another depends on the availability of the post in the district. According to the rule, 75 percent of the promotion is based on 'file promotion' and 25 percent on 'internal examination'. According to the Education Regulation, among 50 teachers at district, 40 will be in third class, nine will be in second class and only one will be in the first class. Because of this, not all the qualified, experienced and eligible teachers working at school will be promoted. 'Minimum qualification', 'level beside minimum qualification', 'in-service training', as well as 'teacher evaluation' are the standard and content of file promotion. As the field study is concerned, among 60 percent of the permanent teachers from teacher sample, six of them were promoted to the upper class. Similarly, among 760 teachers from sampled schools, 48 of them were promoted to the upper class.
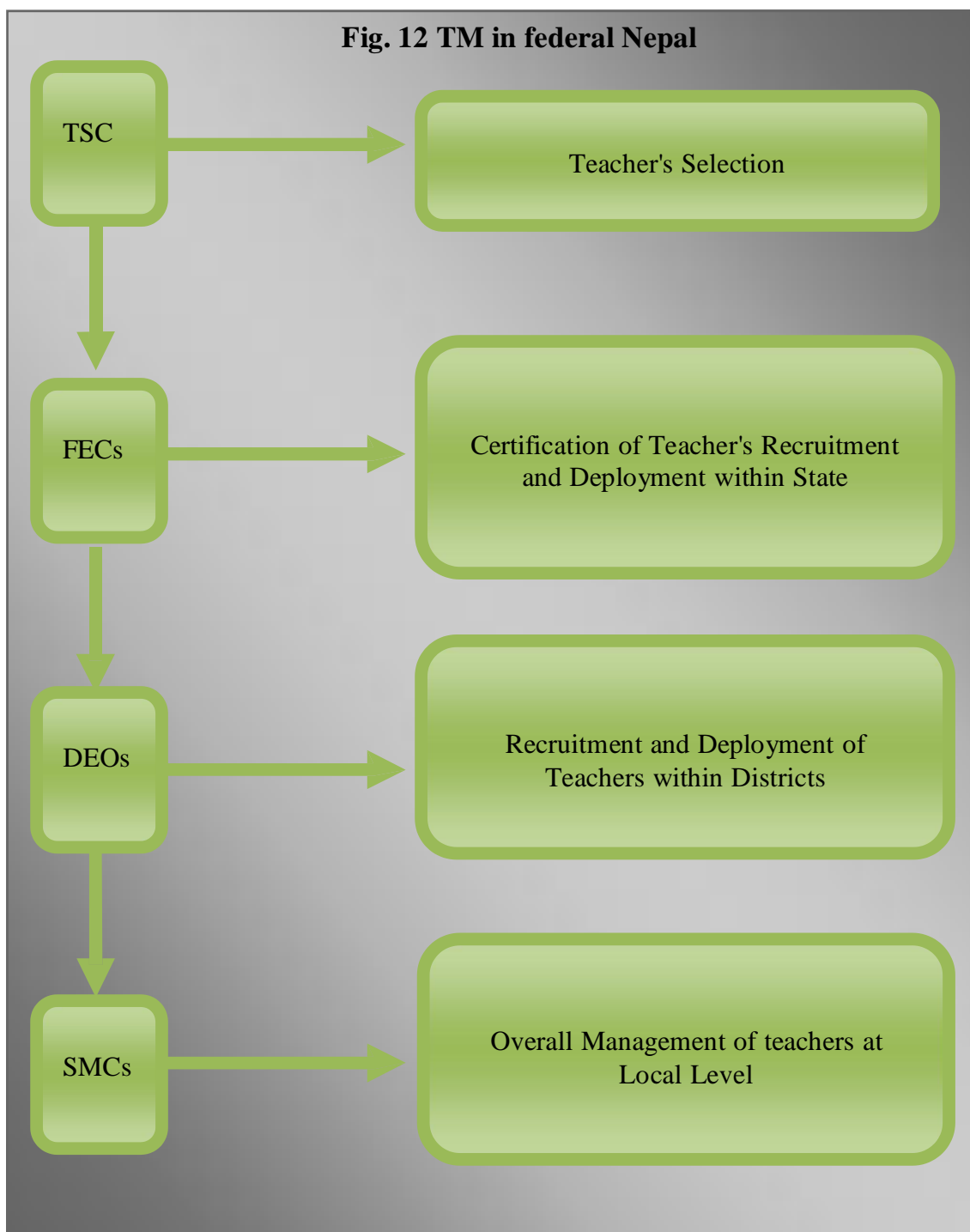
4. The views of different stakeholders regarding teacher management showed that there are some problems in teacher management system in Nepal. Specifically, they pointed out that the incapability of SMC members to handle overall management, least self-discipline and responsibility in teachers, political intervention in decision-making; nepotism and favoritism in teacher selection, insufficient teacher quota at schools and least effective monitoring, evaluation and supervision system are some of the problems that lied in teacher management in school in Nepalese context. By this, they pointed out the need of managerial and capacity development trainings for SMC members for better management of teachers at school.

5. The study found the following major issues and challenges related to teacher management system at community schools in Nepal:
- The weak status of TSC
- The limited number of approved teachers' quota
- Quantitative imbalance in teacher distribution
- Academic qualification and specialization of teachers
- Decentralization of teacher management: Weak SMCs
- Devolution and delegation of transfer authority
- Political influence and intervention in education
- Non-functioning teachers
- Over- and under-staffed schools: Teachers shortage in remote area
- Teachers' absenteeism

- Attracting and retaining qualified young teachers in school
- Increase the share of women and other teachers from marginalized and disadvantaged groups
- Geographical complexity
- Variation in service facilities for teachers
- Decreasing responsibility, accountability and self-discipline in teacher
- Head teachers' management and the management of MLE teachers

6. The study found that Nepal is facing the following consequences of poor teacher management in schools:

(i) Imbalance in teacher deployment (uneven deployment)
   o Rural urban disparities
   o Gender disparities
   o Disparity in deploying teachers from marginalized and disadvantaged group
   o Disparities in class size

(ii) Politicization and political intervention
   o Political pressure
   o Nepotism and favoritism
   o Possibility of malpractices

(iii) Poor salaries and working conditions of teachers
   o Variation in service facilities
   o Poor living and working condition
   o High teacher absenteeism
   o Irregular attendance of pupil: high dropout, repetition and low achievement

(iv) Ineffective teacher training institutions
   o Poor quality of pre service training (mostly the academic degrees)
   o Poor quality of teacher's instruction
   o Over-crowed classes at universities
   o Theoretical training lacking practicality
   o Shortage of skilled and highly qualified human resources

(xi) Poor teacher motivation and morale
   o Low self-discipline, responsibility and accountability
   o Ineffective instruction
   o Least application of training in class

(xii) Higher financial and quality cost
   o High investment
   o Low achievement
   o Poor quality of product

7. Regarding teacher management at upcoming federal system in Nepal, the study has explored the four-step model of teacher management. According to this model, the TSC as constitutional organ of the country selects teacher in close coordination and collaboration with the Federal Education Commission (FEC). Each federal state will have a federal education commission of its own. According to the result of TSC, FEC will certify each of

its DEOs for recruitment and deployment of the selected teacher at school within the federal state. Accordingly, the DEOs will recruit and deploy the teachers at the schools. Rest of all the dimensions of teacher management will be the responsibility of the concerned SMCs. This has diagrammatically been presented in the following figure:

Fig. 12 TM in federal Nepal

TSC → Teacher's Selection

FECs → Certification of Teacher's Recruitment and Deployment within State

DEOs → Recruitment and Deployment of Teachers within Districts

SMCs → Overall Management of teachers at Local Level

5.2 Recommendations of the Study

Based on the aforementioned findings of the study, the following recommendations with action steps have been suggested for the solution of the identified problems:

Table No. 12 Recommendations of the study with action steps

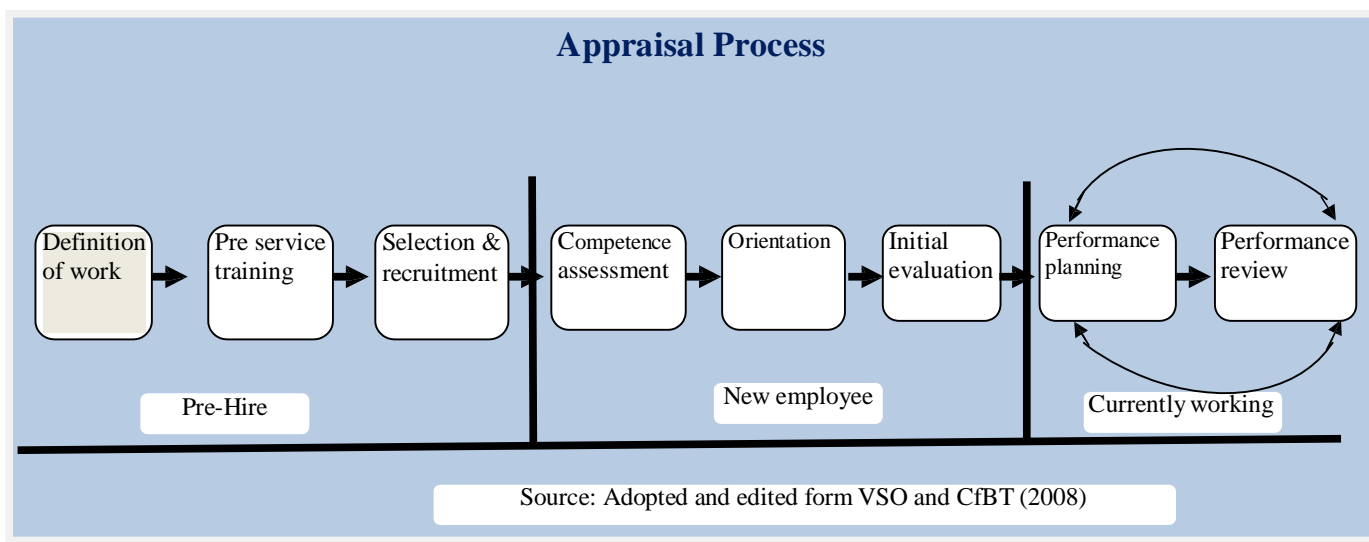| S.N.	Recommendations	Action Steps
1.	• It is suggested for GoN to release a separate TSC Act as soon as possible to solve the immediate problems of teacher management, especially, of the selection and recruitment of the teachers at community schools. For the long-term solution of the problems of teacher management in Nepal, it is necessary to make the TSC as an independent and authorized constitutional organ like PSC so that it can decide its entire actions, plans, functions, and activities strongly with no affect and influence of any external (and/or internal) power. • It is recommended for TSC to announce the vacancy of teachers for permanent post each year. Before that, it is necessary to reduce the types of teachers only as Permanent, Temporary, and Contract teachers. The temporary teachers should be managed from the district wise standing list of alternative candidates of TSC (permanent post) for certain period. The authority of selecting and recruiting contract teachers within the set criteria should be given to the intermediate and local level. • It is necessary to empower the SMC members and develop their capacity to handle proper management of teachers at school.	• GoN, through cabinet decision should immediately release the TSC Act. • GoN, through cabinet decision should make necessary provision to amend the constitution of Nepal to enlist the TSC as a constitutional organ. It should be done through valid legislative procedure. • GoN has to increase the number of teacher quota for permanent post and should support TSC for maintaining required legal bases and announcing the vacancy. • GoN/MoE should launch awareness raising, empowerment and managerial capacity development program for SMC members and other concerned local level stakeholders immediately so that they can handle the proper management of teachers at local level.
2.	• It is suggested to follow the deployment	• Teacher union should

	system of teachers from central authority. For this, the intermediate level of administrative authority of TSC (DEOs) can be the appropriate authority for deployment and redeployment of teachers at school. To improve the current deployment situation of teachers at schools, it is recommended to develop the managerial capacity of SMC members and reduce the political intervention in deployment.
	• It is suggested to adopt the following measures to overcome the problems related to deployment of teachers at schools:
	  * Increment of teacher quotas at school
	  * Community awareness and capacity building of the local stakeholders, especially managerial trainings for SMC persons
	  * Establishment of a concrete and strict system
	  * Different incentive packages for teachers, especially for them who deserve examples of best practices and for them who serve in the remote areas
	  * Strengthening physical infrastructures
	  * Reducing political interference, nepotism and favoritism in decision making process
	  * Strict supervision, monitoring and evaluation system
	  * Effective redeployment and periodic transfer
		play crucial role to solve the problems of deployment and redeployment of teachers at schools by facilitating the GoN in its related tasks.
		• GoN should work with close collaboration and consultation with teacher union to address the deployment/redeployment problems.
		• GoN should be honest to implement the decisions and contracts that were held with teacher union in the past.

3.	• It is suggested to GoN/NCED to make necessary provision to train the teachers who are not trained yet. It is recommended to start the qualification upgrading voluntary classes as soon as possible. Further, necessary action should be taken to approve the 'HSEB special-12 scheme' of qualification upgrading as equivalent to intermediate level by the universities.	• TU has immediately start the qualification upgrading classes and should make necessary provisions to approve the 'HSEB special-12 scheme' of academic qualification upgrading as equivalent to

	• The following measures should be used to improve pre-service training of teachers:
	  * Quota system for student enrollment in educational faculty
	  * Application of modern and scientific teaching-learning methodologies
	  * Self discipline in students and teachers
	  * Focused on practical rather than theoretical courses in graduation
	  * Implementation of laboratory school concept for effective teaching practice
	• The transfer system of teachers should be free from political influence and intervention. Transfer and re-deployment should be used as means to solve the problems created by uneven deployment. A periodic and mandatory transfer system should be adopted.
	• For teachers' promotion, 50/50% weightage for both file promotion and internal competition should be provisioned.
		intermediate level immediately.
		• TU should further revisit and strengthen the admission, teaching-learning (training), and practicum program recognized as pre-service training of teachers.
		• The DECs should play active and crucial role in districts regarding teacher's transfer.
		• Teacher union should play facilitating role in assisting GoN for redeployment of teachers.
		• Amendment in TSC and Education Regulation to include 50/50% weightage for both file promotion and internal competition.

4.	• As the stakeholders' views on teacher management showed the need of strengthening the SMCs for proper management of teachers at school, teacher selection should be provisioned through the district branch of government authority (DEO) for short term solution before providing managerial training for capacity development to the SMC persons. Implementation of strong supervision, monitoring and evaluation system of DEOs seems necessary. It is necessary to remind the teachers for self-discipline, professional morality, academic responsibility and social accountability. Further, government should implement the provisions for career path, professional development, reward and	• Teachers should bear the professional honesty and responsibility with self-discipline. • SMC members should develop their capacity related to their roles and responsibility by themselves as much as they can. • GoN should make provision of some sorts of incentives and financial support to the SMC members who actively participate in the school management

	punishment as well as teachers' rights.	activities.
5	• GoN has to make judicial distribution of teacher's quota at all the districts without any biasness, pressure and influence. The subject wise, and grade wise need as well as number of student should be the base for teacher quota distribution. • To solve the problems related to lower academic qualification, qualification-upgrading program should strictly be implemented. Special focus should be given to the qualification of the teachers having English, Mathematics and Science as specialization subjects. • To overcome the immediate challenges created by the decentralization of teacher management, responsibility sharing model of management among the central, district and local level authority should be followed. For this, teacher selection by TSC (central level) recruitment, deployment/redeployment and transfer by DEOs (district level) and (other) management by SMCs (local level) should be provisioned. • To maintain the uneven deployment of teachers as well as the shortage of teachers at remote area, re-deployment of teachers should strictly be followed. • Local level supervision and monitoring mechanism in the participation of all the local level stakeholders should be formed assist the government to strengthen the existing monitoring, evaluation and supervision system. • To increase the share of woman and other teachers from marginalized and disadvantaged groups, some special posts should be created based on the principle of positive discrimination. • New provision should be made to manage	• GoN should announce voluntary retirement with golden handshake for those teachers who will be disqualified (under-qualified) in the new structure of education and should recruit new candidates. • GoN should amend the related Acts and Regulations to incorporate the suggested measures in the existing legal system of the nation. • For the proper re-deployment of teachers, DEOs should bear some specific rights and responsibilities. • GoN should make necessary provision of compulsory/mandatory transfer of teacher after certain (5-7) years of service at a place. • GoN through ministry level decision should make a strict provision to dismiss the non-functioning teachers from their duty after meticulous investigation providing the chance to put forward the clearance against the dismiss. • Amendment in the related rules, regulation,

MLE teachers from the same language group. Some flexibility may require in the selection criteria especially regarding teaching license and selection procedure.

- Boarding school can solve the problem of schools created by geographical complexity and least number on students. GoN should established basic level boarding schools in such specific places where the students from 3-5 different schools can be collected and educated with full scholarship. In fact, in comparison to conducting 3-5 different schools having least number of students, this will be a cost effective action for government as well.

- Two types of teacher management practices (cost effective and data based supply of teachers) can be exercised in the places having least and more student density respectively. For this, not only the level wise but also class wise and subject wise management of teacher should be practiced in the urban and town area where there is high density of students at school. In contrary to this, in the remote places where there is least number of students, cost effective teacher supply should be practiced. For this, the following interventions can be used:
  o Establishment of boarding school
  o Increase class size
  o Multi-grade classes in lower level
  o Full fledge scholarship program for the students

- As far as possible, it is better to create separate post of head teacher at school. Such head teacher's roles should be that of administrator. Further, s/he should supervise, guide, support, facilitate, train and monitor the teachers at school. S/he should also facilitate teachers in preparing and implementing the plan, assess periodic achievement, create a

and act to make necessary provision of recruiting MLE, female and other teachers from disadvantaged group should be made.

- DoE should set a separate norms, standards, provision and procedure to select the eligible personnel as head teacher.

	motivating school environment, work to improve quality and mediate to the community. Head teacher should also play crucial role in recruitment and deployment of teacher as a local agent of the DoE. If this type of HT management do not become immediately possible due to financial constrains of the nation, currently, the working load of teaching should be reduced and some managerial and quality related responsibilities should be assigned to them.	
6	• It is suggested for GoN to use the following interventions for improved teacher management in Nepal - Strong management system - Teacher's participation in decision making process - Effective pre-service and in-service trainings - Effective appraisal system: The study has suggested applying the following appraisal system for proper teacher management at schools in Nepal:	• GoN should make necessary legal provision to incorporate and implement the suggested appraisal system for proper management of teachers at school.

Appraisal Process

Definition of work → Pre service training → Selection & recruitment → Competence assessment → Orientation → Initial evaluation → Performance planning → Performance review

Pre-Hire

New employee

Currently working

Source: Adopted and edited form VSO and CfBT (2008)

REFERENCES

CBS. (2002). *Literacy Situation In Nepal: A Thematic Presentation*, HMG, NPC Secretariat: Central Bureau of Statistics

DoE. (2009). A study on the financial management of Department of Education, District Education Offices, Schools; and tracking of school grants (esp. SIP and Rahat grants).Sanothimi, Bhaktapur: Department of Education.

DoE. (2010). A study on the effectiveness of teacher management system in terms of PCF.Sanothimi, Bhaktapur: Department of Education.

DoE. (2010). Policy and Implementation Gap in mainstreaming Gumba/Vihar, Gurukul/Ashram and Madarsa in Nepal. Bhaktapur: Department of Education.

DoE. (2064). *Education Planning in Nepal*. Bhaktapur: Department of Education.

DoE. (2065). *School Level Educational Statistics of Nepal*. Bhaktapur: Department of Education.

DoE. (2068). *Flash-I Report*. Bhaktapur: Department of Education.

DoE. (2068). *Flash-II Report*. Bhaktapur: Department of Education.

DoE. (2068). *Karyakram Karyanwyan Pustika*. Bhaktapur: Department of Education.

DoE. 2007. *A comparative study on school cost between community and institutional schools*. An unpublished research report. Bhaktapur: Department of Education.

DoE. 2008. A study on financial management of Department of Education, District Education Office and schools; and Tracking of school Grants (esp. SIP and Rahat Grants). An unpublished research report. Bhaktapur: Department of Education.

Education Act, 2028

Education Regulation, 2059

GoN. (2063). Interim Plan. Kathmandu: Government of Nepal.

Hutchings, Merryn et al. (2006). *Therecruitment, deployment and management of supply teachers in England*.London: London Metropolitan University.

KKBS. (2063). *Nepalko Antarim Sambidhan, 2063*. Kathmandu: Kanun Kitab Byawasthapan Samiti.

Mahar, Nain Singh. (2010). *ShikshakaChunautiharu* (Academic challenges) (Ed.) Kathmandu: Nepal student union central committee.

MoE, (2003).*Education for all national plan of action*. Kathmandu: Ministry of Education.

MoE, (2007).*Teacher development and management policy in Rwanda*.Republic of Rwanda: Ministry of Education.

MoE, (2009).*School Sector Reform Plan 2009-2015*.Kathmandu: Ministry of Education.

MoE. 2003. Education for All Core Document (2004-2009). Kathmandu: Ministry of Education

Mpokosa et al. (2008).Managing Teachers: The centrality of teacher management to quality education-lessons from developing countries.UK: VSO and CfBT.

Shina, R.S. (2063). Education Vision for the 21st Century. Kathmandu: Kavre Offset Press.

Teacher Service Commission Regulation, 2057.

UNESCO, (2000).*The management of primary teachers in South Asia: A synthesis report*. Paris: UNESCO International Institute for Educational Planning.

APPENDIXES

APPENDIX A : CASE STUDIES

A Case Study of Balambu Secondary School, Kathmandu, Nepal

Balambu secondary school was established in 2010 BS at Balambu, Kathmandu. The location of school was not learning friendly due to the lack of enough space, although having situated at the eastern part of Kahmandu valley, the capital city of Nepal. Due to the lack of enough space, it has congested physical situation. However, the school has tried her best to maintain physical infrastructures that facilities students' learning.

According to Mr. K.P. Paudel, a teacher of the school, the SLC examination of 2058 BS was one of the terrible examinations for both students and school in terms of result. After this hindrance, the head teacher and all other teachers teaching at school made a common commitment to improve the quality of education at school. Fostering the golden future of their pupil was their main responsibility-they felt so.

A teacher was come to the school in 2045 BS transferring his job form Ramechhap district. He was an intermediate level leader of a big political party as well. Party system was prohibited during the then Panchyat system. Thus, he was warranted by the police for arrest. However, police administration was unaware and unknown of his transfer to Kathmandu. Although being a political figure, he was fully against the politicization in the education and educational institution. He was dedicated towards his duty and responsibility so that school administration should never make him alert of his duty. Instead, he urged other co-workers for better service delivery.

At the same time, the school got approval of conducting secondary level by GoN. When the classes of secondary level started, the school faced a serious problem of lack of sufficient classroom for students. As a result, the school started to run in two shifts-morning and day. When this happened, he was appointed as assistant head teacher for day shift.

When he become assistant head teacher and started his administrative duties, he took some immediate action for reforms in both academic and administrative field. According to Mr. K.P. Paudel, he took the following main actions for reforms at school:

- Reduce politicization at school
- Take actions to absent teachers
- Make the parents aware to take responsibility

- Coordinate and discuss with SMC
- Create learning friendly environment at school
- Warn and make alert the non-functioning teacher
- Create opportunity of training and material support for teacher
- Conduct unit test and monthly test
- Make teachers to check home work daily
- Provision of quarterly staff (teacher) meeting
- Conduct fair administration
- Oblige all the teacher to educate their own children at the same school
- Implementation of internal extra incentives, reward and punishment provisions to the teacher
- Fair examination and transparent result
- Extra coaching classes for students for difficult subjects

When these actions are implemented, the school improved its degraded educational condition within two years. After two years of these continuous efforts, the school was rewarded as a best and first community school in the country by the Government of Nepal. After this too, the school is rewarded by the government as a first school in the country for more 6-7 times till now.

Due to the established system, the school is getting continuous success. This shows that it is the teacher who is directly related to quality of education at school. If there is proper and well-managed teacher management at school, it will certainly help foster the educational quality. This school is one of the examples of good management. Many other schools can learn many things from this school. What it also shows is that the effort of even a single person can also be the milestone for the overall change and reform of any institution.

A Case Study of Shanta Secondary School, Ilam, Nepal

Shanta Secondary School, Pashupatinagar, Ilam was established in 2012 BS as a basic level primary school. It became primary school after 10 years of its establishment. The school started to launch lower secondary level classes from 2055 BS and secondary level classes from 2066 BS after getting necessary permission from Government of Nepal.

Now the school has 260 students and 13 teachers. However, among the 13 teachers only five of them are permanently recruited. Accordingly to Mr. Hom Nath Sharma, the head teacher of the school, the school has three quota of Rahat teacher. Rests of other five teachers are managed privately through community fund. As the view of a teacher, Mr. Govinda Prasad Sharma is concerned; the school is one of the best

schools in the VDC in all academic result, extracurricular activities, students' discipline, community participation and teacher's contribution to the school.

The school record showed that the teachers who are permanent are just for the primary level. That is, all the lower secondary and secondary level teachers are hired on contract basis with the fund managed by the parents and community as well as by a few government donations.

The head teacher claimed that good and proper management of teachers at school as well as social responsibility of the community people is the key to their success. Further, the teachers have high professional and academic morality. They have honesty, responsibility and accountability of their duty and service they provided.

According to Laxmi Kumar Rai, the chairperson of the SMC, the cooperation and coordination of SMC, head teacher and teacher at school is the main essence of their success. Further, collaborative efforts of SMC, teacher/head teachers, parents, and other stakeholders are resulting better achievement. Although having lack of permanent teachers at school, the school has progressed a lot only with the contract teacher who are managed with community fund and government grants. What lesson is to be learnt from here is that, in the lack of permanently recruited teachers too, the school can do best and can achieve better result, if all the stakeholders are responsible, accountable, honest and self-disciplined towards their respective duty, role and responsibility. That is, if the SMC and head teacher are strong, capable and well known to the basic facts related to educational quality at school, it will be the first and basic steps to move ahead towards the destination of success.

APPENDIX B: RESEARCH TOOLS

नेपालका सामुदायिक विद्यालयहरुमा शिक्षक व्यवस्थापनका अवस्था अध्ययन
<u>विद्यालय सर्वेक्षण फारम (प्रधानाध्यापकल भर्ने)</u>

विद्यालयका नाम:

ठेगाना:

प्रधानाध्यापकका नाम:

सम्पक फोन नं.:

मोवाईल नं. :

हस्ताक्षर :

प्रश्नावली भरेका मिति:

विद्यालयका छाप:

कृपया तलका प्रश्नहरुका उत्तर दिनुहुन अनरोध छ ।

१. विद्यालयमा अध्ययनरत विद्यार्थीहरुका विवरण (२०६८):

क्र.सं.	कक्षा	छात्र	छात्रा	जम्मा	दलित	जनजाति	अन्य
१	पूव प्राथमिक						
२	१						
३	२						
४	३						
५	४						
६	५						
७	६						
८	७						
९	८						
१०	९						
११	१०						
	जम्मा						

क्र स	नाम	२. विद्यालयमा कार्यरत शिक्षकहरुका विवरण:											
		शैक्षिक योग्यता		अध्यापनका अवस्था		नियुक्तिका अवस्था		नियुक्तिका प्रकार					
		योग्यता	विशिष्टीकरण विषय	तह	विषय	तह	विषय	स्थाई	अस्थाई	राहत	पि.सी.एफ	निजी	अन्य
१													
२													
३													
४													
५													
६													
७													
८													
९													
१०													
११													
१२													
१३													
१४													
१५													
१६													
१७													
१८													

३. शिक्षक तालिमका अवस्था :

क्र.सं.	शिक्षकका नाम	तालिमका विवरण

नेपालका सामुदायिक विद्यालयहरुमा शिक्षक व्यवस्थापनका अवस्था अध्ययन

<u>शिक्षकका लागि प्रश्नावली</u>

शिक्षकका नाम :

शिक्षकका ठेगाना :

सम्पक टेलिफोन न :

कार्यरत विद्यालयका नाम :

कार्यरत तह :

सेवा अवधी:

प्रश्नावली भरेका मिति:

हस्ताक्षर:

बिद्यालयका छाप:

कृपया तलका प्रश्नहरुका उत्तर दिनुहोला ।

१. नियुक्ति सम्बन्धि विवरण :

क्र स	नियुक्ति मिति	नियुक्तिका प्रकार					नियुक्ति तह	विषय	नियुक्ति दिन एकाइ	नियुक्त हुँदाका योग्यता
		स्थाइ	अस्थाइ	राहत	पि.सी.एफ	अन्य				

२. हालका पेशागत विवरण :

क्र. सं.	पेशागत अवस्था					कार्यरत तह	विषय	हालका शैक्षिक योग्यता	विशिष्टिकरण विषय	सेवा अवधि
	स्थाइ	अस्थाइ	राहत	पिसीएफ	अन्य					

३. तालिमका अवस्था :

क्र.सं.	प्राप्त गरेका तालिमका नाम	तालिम लिएका मिति	तालिम अवधि	तालिम दिन संस्थाका नाम	तालिमका प्रकृति		
					पुनर्ताजकी	सेवाकालिन	पूर्वसेवाकालिन

४. तपाइ शिक्षकका रुपमा कसरी नियुक्ति हुन भया ? तपाईलाइ शिक्षकका रुपमा नियुक्त गन एकाइ कुन थिया ?

५. तपाईलाइ शिक्षकका रुपमा नियुक्त गन कुन कुन आधारहरुका प्रयोग गरिएका थिया ?

६. नियुक्तिपछि तपाईका पदस्थापना कसरी भया ?

७. शिक्षकका नियुक्ति केन्द्रीकृत कि विकेन्द्रीकृत तवरवाट गन उपयुक्त हुन्छ ?

८. विकेन्द्रीकृत तवरल गदा कसरी गन सकिन्छ ?

९. शिक्षका रुपमा नियुक्त भइ प्रथम पटक पदस्थापना भएपछि हालसम्म कति पटक कहा कहा सरुवा हुनुभया ? विवरण दिनुहोला ।

प्रथम पदस्थापना भएका विद्यालय	मिति	सरुवा मिति	सरुवा भइ गएका विद्यालय

१०. सरुवाका मुख्य आधार/कारण क थिया ?

११. शिक्षकमा नियुक्त भएपछि हालसम्म बढुवा हुन भया कि छैन ? हुन भएका भए तलका विवरण उपलब्ध गराइ दिनुहोला ।

क्र.स.	बढुवा भएका मिति	साविकका तह	बढुवा भएका तह	बढुवाका आधार/कारण

१२. शिक्षककका सरुवाका सम्बन्धमा तपाईका समग धारणा क छ ?

१३. शिक्षकका पेशागत विकासका लागी सहयोगी निकाय (support agents) कुन कुन हुन/हुन सक्छन ?

१४. यस्ता सहयोगी निकायहरुवाट शिक्षकहरुल चाहना गरेका खास पेशागत सहयोग चाहि क क हुन ?

१५. शिक्षकका पेशागत सहयोगी निकायका रुपमा शिक्षक युनियनबाट हाल क कस्ता सहयोगहरु पाउँन भएका छ ?

१६. भविष्यमा यस्ता थप क क सहयोगका अपेक्षा युनियनबाट गर्नुभएका छ ?

१७. शिक्षकका बढुवाका सम्बन्धमा तपाईका समग धारणा क छ ?

१८. शिक्षकका पेशागत विकासका लागि क कस्ता अवसरहरु पाउँन भएका छ ?

१९. आफना पेशागत विकासका लागि तपाइ स्वयमल चाँहि क क पहलहरु गन भएका छ ?

२०. शिक्षकका क्षमता विकास र पेशागत सहयोगका लागि स्थानीय स्तरमा स्थानीय का का सराकारवालहरुल क क काय गन आवश्यक छ ?

सरोकारवालहरु	कार्यहरु

२१. विद्यालयमा शिक्षकका रुपमा काय गन तपाईल पेशागत सहयोग कहा कहाँबाट पाउँनुहुन्छ ?

२२. तपाईल प्राप्त गन भएका पेशागत सहयोगप्रति तपाइ सन्तुष्ट हुनुहुन्छ कि हुनुहुन्न ? किन ?

२३. यदि छैन भन कस्ता खालका पेशागत सहयोगका अपेक्षा कुन कुन निकायबाट गन भएका छ

पेशागत सहयोग	सहयोगी निकायहरु

२४. आफूल प्राप्त गन भएका तालिमप्रति सन्तुष्ट हुनुहुन्छ ? किन ?

२५. तालिमप्रति सन्तुष्ट हुनुहुन्न भन अव तपाईलाइ कस्ता खालका तालिमका जरुरत छ ?

२६. सामुदायिक विद्यालयका अधिकांश शिक्षकहरु तलिम प्राप्त हुनुहुन्छ । सरकारी सेवा सुविधाका उपयोग पनि गर्नुभएका छ । यसका तुलनामा संस्थागत विद्यालयका शिक्षकहरुका तालिम र सेवा सुविधाका

अवस्था धेरै कमजोर/न्यून देखिन्छ । यद्यपि, संस्थागत विद्यालयका शिक्षकहरु सामुदायिक विद्यालयका शिक्षकहरुका तुलनामा क्षमतागत रुपमा राम्रा देखिन्छन । किन होला ?

२७. सामुदायक विदालयका शिक्षकहरुल चाँहि संस्थागत विद्यालयका शिक्षकहरुका जस्त गरी क्षमता विकास गन क क गन आवश्यक देख्नुहुन्छ ?

२८. नेपालका सामुदायिक विद्यालयमा शिक्षक व्यवस्थापन सम्बन्धमा धेरै समस्याहरु छन भन्न गरिन्छ । तपाईका विचारमा यस्ता मुख्य समस्याहरु क क हुन ? बुँदागत रुपमा उल्लेख गर्नुहोस ।

२९. विद्यालयमा शिक्षक व्यवस्थापन सम्बन्धी समस्याहरुका समाधान कसरी गन सकिन्छ ? बुदाँगत रुपमा उत्तर दिनुहोला ?

३०. विद्यालयमा शिक्षक दरबन्दी सिर्जनाका आधार क हुन पर्दछ ?

३१. दरबन्दी वितरणका प्रक्रिया र पदस्थापनाका आधार क हुन पर्दछ ?

३२. विद्यालय क्षेत्र सुधार कार्यक्रम लाग भएपछि विद्यालयहरु आधारभूत तह (कक्षा १ देखि ८) र माध्यामिक तह (कक्षा ९ देखि १२) का संरचनामा जादैँछन । सम्बद्ध कागजातमा उल्लेखित व्यवस्था अनुसार आधारभूत तहका लागि स्नातक र माध्यामिक तहका लागि स्नाकोत्तर तहका शैक्षिक योग्यता भएका शिक्षकहरुका आवश्यकता पर्दछ । त्यसैल शिक्षकहरुका शैक्षिक योग्यतालाइ पुनः परिभाषित गरी तह र योग्यताका काइ (खाडल) (Status and qualification gap) का समाधान गरी विद्यालयमा शिक्षकहरुका उचित व्यवस्थापन कसरी गन सकिन्छ ? आफना धारणा बुदागत रुपमा दिनुहोला ।

३३. विद्यालयमा शिक्षाका गुणस्तर कायम गन शिक्षककका काय सम्पादन मापन, अनुगमन, निरीक्षण र मूल्याङ्कन (Performance Auditing, Monitoring, Supervision & Evaluation) हुन आवश्यक छ । यसका लागि तपाईलाइ कस-कसल क-क सहयोग गरिरहेका छन ।

३४. यदि शिक्षककका काय सम्पादन मापन, अनुगमन, निरीक्षण र मूल्याङ्कन हुन्छ भन कसरी हुन्छ ? हुदैन भन किन हुदैन ?

३५. धेर विद्यालयहरुमा विषयगत आवश्यकताका आधारमा शिक्षककका पदपूति भएका देखिदैन । यसका कारण क हा ? यसलाइ कसरी समाधान गन सकिन्छ ?

३६. हाल विद्यालयमा भइरहेका शिक्षक नियुक्तिहरु आवश्यकतामा आधारित (Damand Based) भन्दा पनि आपूर्तिमा आधारित (Supply Based) बढी भइरहेका पनि यदाकदा देख्न पाइन्छ । यस्ता अवस्थाका सिर्जना किन र कसरी हुन गछ ?

३७. यस्ता समस्याका समाधान कसरी गन सकिन्छ ?

३८. कतिपय अवस्थामा शिक्षकहरुका आवश्यकता भएका ठाउँमा शिक्षकहरुका अभाव र आवश्यकता नभएका ठाउँमा शिक्षकहरुका भिड भइ दरबन्दी मिलान गन कठिन भएका दृष्टान्तहरु पनि नेपालका सामुदायिक विद्यालयहरुमा देखिन्छन । यसका मूल कारण क हा ?

३९. शिक्षकहरुका आवश्यकता भएका ठाउँमा शिक्षकहरुका अभाव र आवश्यकता नभएका ठाउँमा शिक्षकहरुका भिड भइ समस्या उत्पन्न भएका अवस्थामा या समस्या कसरी समाधान गन सकिन्छ ?

४०. शिक्षकहरुलाइ पेशाप्रति कर्तव्यनिष्ठ हुदाँहुद पनि पेशाप्रति अनुत्तरदायी भएका र युनियनबादी भएका आरोप लाग्न गरेका छ । किन होला ? या समस्यालाइ कसरी समाधान गन सकिन्छ ?

४१. हाल सामुदायिक विद्यालयमा शिक्षकहरुका प्रशासनिक तथा पेशागत व्यवस्थापनका लागि विद्यालय व्यवस्थापन समितिदेखि गाँउ शिक्षा समिति, गाविस, स्रोत केन्द्र, जिल्ला शिक्षा समिति, जिल्ला शिक्षा कार्यालय, शिक्षा विभाग, शिक्षक सेवा आयोग जस्ता विभिन्न निकायहरु सक्रिय छन । त्यसमा पनि विद्यालय व्यवस्थापन समिति, स्रोत केन्द्र, जिशिका र शिक्षक सेवा आयोगका बढी र प्रभावकारी संलग्नता छ । तर पनि शिक्षक व्यवस्थापनमा धेर समस्याहरु छन । किन होला ? या समस्या कसरी समाधान गन सकिन्छ ?

४२. विद्यालयमा शिक्षक व्यवस्थापनका जिम्मा जिल्ला शिक्षा समिति र केन्द्रमा शिक्षक सेवा आयोगलाइ दिए क हुन्छ ?कारण सहित उत्तर दिनुहोस ।

४३. शिक्षक सेवा आयोग हाल प्रसाशनिक निकायका रुपमा कार्यरत छ । विद्यालयमा शिक्षक व्यवस्थापनका समस्या समाधान गन शिक्षक सेवा आयोगलाइ संवैधानिक निकायका रुपमा कायम गरिन पछ भन्न मत राख्नेहरु पनि छन । यस सम्बन्धमा तपाईंका धारणा क छ ?

४४. नेपाल राज्यका पुनर्संरचना भइ मुलुक चाँड संघीय संरचनामा जाँदैछ । संघीय संरचनामा चाँही सामुदायिक विद्यालयमा शिक्षक व्यवस्थापन कसरी गन उपयुक्त हुन्छ होला ?

४५. शिक्षकहरुका पेशागत विकास र विद्यालयमा शिक्षकहरुका व्यवस्थापनका लागि शिक्षक युनियनका भूमिका क हुन सक्छ/हुनुपछ ? आफना धारणा दिनुहोस ।

४६. नेपालमा सामुदायिक विद्यालयमा शिक्षक व्यवस्थापनका मुख्य चुनौतिहरु क क हुन ?

४७. यस्ता चुनौतिहरुका सामना कसरी गन सकिन्छ ? सुभाव दिनुहोस ।

४८. विद्यालयमा प्रधानाध्यापकका चाहि व्यवस्थापन कसरी गन सकिन्छ ?

४९. कतिपय विद्यालयहरुमा केही शिक्षकहरु आफना पेशाप्रति कम उत्तरदायी भएका र कार्यप्रति जिम्मेवार नभएका पनि पाईन्छ । तपाईका विचारमा पद ओगटेर काम नगन शिक्षकहरुलाइ क गन पछ ?

५०. सरकारल मातृभाषमा प्राथमिक तहका शिक्षा प्रदान गन कार्यक्रम हाल लाग गरिरहेका छ । यस सन्दर्भमा विद्यालयहरुमा मातृभाषी शिक्षकहरुका व्यवस्थापन चाँही कसरी गन सकिन्छ ?

सहयोगका लागि हार्दिक धन्यवाद !

नेपालका सामुदायिक विद्यालयहरुमा शिक्षक व्यवस्थापनका अवस्था अध्ययन
<u>निश्चित समूह छलफल निर्देशिका</u>

- दरबन्दी सिर्जनाका आधार र वितरणका प्रक्रिया
- शिक्षक नियुक्तिका आधार
- शिक्षकका पदस्थापन
- सरुवा ∕ बढुवाका आधार ∕ कारण
- पेशागत विकास र पेशागत सहयोगी निकाय
- शिक्षकका शैक्षिक योग्यता
- शिक्षकका कार्यसम्पादन मापन, निरिक्षण, मूल्याङ्कन तथा अनुगमन
- शिक्षका आवश्यकता र अपूर्तिबीचका असमाञ्जस्यता (Over/Under Staffed)
- शिक्षक युनियनका भूमिका
- पद ओगटेका शिक्षक (Non- functioning Teachers)
- प्रधानाध्यापकका व्यवस्थापन (क्षमता, योग्यता, कार्यबोझ र सेवा सुविधा)
- संघीय व्यवस्थामा शिक्षक व्यवस्थापन (केन्द्रीकृत कि विकेन्द्रीकृत)
- शिक्षक व्यवस्थापनका समग्र समस्याहरु
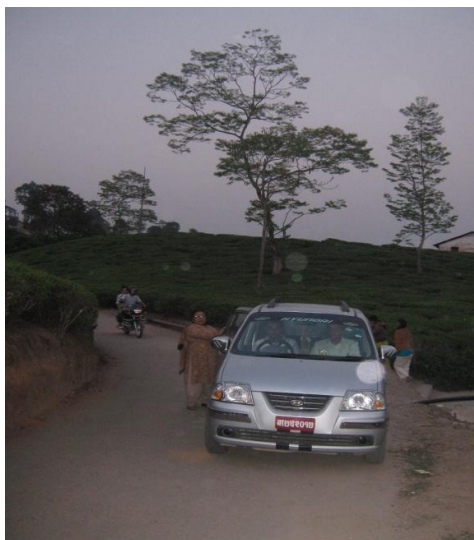- शिक्षक व्यवस्थापनका चुनौतिहरु
- समस्या समाधानका उपायहरु

APPENDIX C: PHOTOS RELATED TO THE STUDY

Library at Sharada Secondary School Gelu, Ramechhap

Interaction with the Teaching Staff at Sharada Secondary School

Research team on the way to filed visit

School Building of Sharada Secondary School Gelu, Ramechhap

DEO, Jomsom, Mustang

Stakeholders participating at central level interaction program

Interviewwith teachers at Baghbhairab Secondary School, Kirtipur

Baghbhairab Secondary School, Kirtipur

Students of Balambu Secondary School, Kathmandu

Balambu S. School, Kathmandu Receiving National Award for Excellent SLC

Students studying at class

Research team at Yasodhara Bauddha Sec. School, Lalitpur

Interaction with Head Teacher at Madan Bhandari Memorial Primary School

Teaching Staff of Shiva Gyaneswor LSS Kanchanpur, Taking Photo with Research Team

Discussion with Guardians and Students At Shiva Gyaneswor LSS, Kanchanpur

Students are playing at Sen Higher Secondary School, Palpa

Janahanti Secondary School Mustang

Janahit Higher Secondary School Jomshom

Saraswati Higher Secondary School Kathmandu

Questionnaire in Palpa

Name List of the Teacher

Mukti Namuna Lower Secondary School Mustang

Teacher of Shiva Gyaneshwor L.S.S Kanchanpur

Kanchanpur

Researcher with Rastria Lower Secondary School.Dekhatbhuli

Jomsom village, Muktinath

Jwalamukhi Primary School Mustang

Fill Visit in Nepal Band,Palpa

Jwalamukhi Primary School Mustang

Yasodhara Secondary School Lalitpur

Devbani Sansrikt Secondary School, Palpa

Questionnaire fill-up in Sarswati H.S.S Kathmandu

Teachers of Balambu S.S.

Balambu S.S Santwo LibraryKTM