

Education Support Advisory Team (ESAT)

Ministry of Education and Sports

**A Technical Consultancy for Enhancing Quality Education
through Teacher Management System**

Study on Status of Teacher Management Practices

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LIST OF ACRONYMS

ADB	Asian Development Bank
BPEP	Basic and Primary Education Project
DEO	District Education Office
DEOr(s)	District Education Officer(s)
DEC	Distance Education Centre
DEC	District Education Committee
DOE	Department of Education
DANIDA	Danish International Development Agency
EFA	Education for All
ESAT	Education Sector Advisory Team
EMIS	Educational Management Information System
FOE	Faculty of Education
HMG	His Majesty's Government
INGO	International Non Governmental Organization
LS	Lower Secondary
MOES	Ministry of Education and Sports
NCED	National Centre for Educational Development
NESP	National Education System Plan
NGO	Non Governmental Organization
NPC	National Planning Commission
PTA	Parent Teacher Association
PTTC	Primary Teacher Training Centre
PABSON	Private Association of Boarding Schools of Nepal
RC	Resource Centre
RED	Regional Education Directorate
REDr(s)	Regional Education Director(s)
RP	Resource Person
SIP	School Improvement Plan
SMC	School Management Committee
SLC	School Leaving Certificate
SEDEC	Secondary Education Development Centre
SEDU	Science Education Development Unit
SS	Secondary School
TMIS	Teacher Management Information System
TRO	Teacher Records Office
TSC	Teacher Service Commission
VDC	Village Development Committee

EXECUTIVE SUMMARY

The Ministry of Education and Sports with financial support from the Education Support Advisory Team, DANIDA and technical assistance from the Foundation for Human Development conducted a study on Teacher Management System during the end of 2003 and beginning of 2004. The four pillars or the main components of the study were teacher management practices, analyses of institutions responsible for selection of teachers and providing support to teachers, teacher involvement in school management and Parents Teachers Associations and demand for and value of teaching profession. Four separate reports were prepared on these components. The summary, conclusions and recommendations presented in this chapter pertain to teacher management practices.

As the sample for this study a total of 15 districts were selected consisting of three mountain districts and six districts each from the hills and the terai. In each district pre-tested survey instruments were administered on selected schoolteachers, head-teachers, SMC Members, parents/guardians, teacher union authorities and District Education Office personnel. In order to gain insight on policy perspectives, interviews were conducted with high-level officials at the Regional Education Directorates, Department of Education, Teachers' Service Commission, National Centre for Educational Development, Secondary Education Development Centre, Distance Education Centre and the Department of Teacher Records Service.

The bases for selection and recruitment of teachers in Nepal are the Education Act 1971 and subsequent amendments.

From the responses received from postsecondary level students in principal towns, attraction to school level teaching position was found to be considerably high. These prospective teachers held respect for the teaching position. Moreover, they thought employment is made available near home and there is a great degree of flexibility in teaching job.

The demand for teaching positions is much smaller than the available number of individuals willing to work as teachers.

Teachers already holding permanent positions felt a need for improvement in the recruitment process. They recommended for more frequent and regular advertisement for the post. They wanted adequate consideration of the teacher candidates' qualification, training, skill and experience and development of Teacher Service Commission as a strong constitutional body.

The District Education Office personnel were critical of the School Management Committee in the way temporary teachers were appointed. They felt the recruitment process was influenced by nepotism, favouritism and political pressure.

Some differences were found in the condition of service and facilities provided to teachers in community schools and in private schools. Academic qualifications of private school teachers were higher than those of community schoolteachers. Salaries provided by private school teachers were either less or the same as those of community schoolteachers. Private schools were

adhering more strictly to rules with regard to teacher regularity. Deductions were made from teachers' pay for any classes missed. Salaries and benefits provided by NGOs to the teachers they supported were less than those of community schools. The range of periods taught per week by a teacher was wider in community schools than in private schools. Likewise, the number of students per class in private schools ranged from 12-45 compared to 6-125 students in a class in community schools.

Teachers both in private and community schools were found too preoccupied in classroom teaching although most of them engaged their students in extracurricular activities for some time every week. The teachers were found engaged also in sharing their experiences and interactions with fellow teachers and occasionally in participation in meeting, seminars and training programmes. They assisted with student admission, preparation of annual plan of operation, record keeping and filling-up of forms

Once employed as permanent teachers very few individuals left the job before their retirement age. Those who left gave such reasons as frustration with the service condition and facilities provided, attraction to financially more lucrative job and poor health. Private schools experienced a higher turnover rate than community schools. Only a few community school teachers transferred from one school to another for such reasons as political pressure, insurgency and school being closer to home (mostly in case of female teachers).

In view of the fact that 10,900 community schools were without a female teacher in 2001, the government policy to have at least one female teacher per school has not been materialised. Forty percent of the teachers in the schools included in this survey were women. The number of individuals employed as teachers from the disadvantaged groups was very small.

Majority of the respondents were in favour of setting aside quota for women and people from disadvantaged groups to teach in schools. The reservation of those not in favour of quota was that it would mean compromising the very quality of education.

The teachers were being evaluated by the headteachers, SMC Members, parents /guardians, Resource Persons and school supervisors by such modes as observation of classroom teaching, personal interaction and feedback from students. The SMC Members based the performance of their teachers on regularity of classroom instruction whereas the parents' evaluation of teachers was based on the achievement of their children. A large number of teachers (39%) expressed their dissatisfaction with the evaluation process claiming that their evaluation was influenced by nepotism and favouritism. Majority of teachers were in favour of the students evaluating them.

More community school teachers (87%) had received some kind of training than those from private schools (53%). The major agencies that provided teacher training included Resource Center, District Education Office, Primary Teacher Training Centre, Distance Education Centre, Department of Education, Secondary Education Development Unit, National Centre for Educational Development and PABSON. The teachers expressed the opinion that the opportunity to learn is a strong reason for their preference of a school teaching job. They wanted more training as a way of enhancing their capacity. The headteachers and teacher union authorities also informed that they have tried to enhance the ability of their teachers through training. The

teachers pointed out that an increase in their salaries and facilities, programmes to make the teaching profession more respectable and recruitment of only capable individuals to teaching posts would help to enhance teacher capability. While the teacher unions were found keen in professional development of their member teachers, they lacked moral, material as well as technical support. The existing linkage between different systems and sub-systems at all levels was found rather weak.

Based on the findings of the study on status of teacher management practices, several areas that needed an improvement are identified. First of all, a more stringent recruitment procedure ensuring the selection of individuals who have the aptitude for teaching, are fond of children and can commit full time to school is necessary. Secondly, community school headteachers should assert themselves to lead their schools the way private school headteachers are leading. Factors hindering the community school headteachers to provide such leadership in spite of the fact that most of the community schools are better endowed in physical facilities and teachers enjoying higher salaries and benefits should be identified.

Third, teachers should have some free time to engage in activities they enjoy such as interactions and sharing of experiences and in professional development activities. However, teacher participation in such activities should not disrupt scheduled classroom instruction. When required, teachers should help out with such administrative tasks as student admission, preparation of annual plan of operation, record keeping and filling up of forms. These activities should be carried out without interfering classroom instruction.

Fourth, in view of the fact that a large number of schools are still without female teachers and people belonging to disadvantaged groups, further policy measures should be adopted to increase the number of female teachers and people belonging to disadvantaged groups, further policy measures should be adopted to increase the number of female teachers and individuals from disadvantaged groups.

Fifth, a more transparent mechanism for evaluation of teachers should be introduced. Feedback from the evaluation should form the basis for reward and punishment. Students should also be involved in the evaluation of their teachers.

Sixth, more capacity development programmes for teachers should be introduced with a focus on training programmes directly supporting the teachers' subject of teaching. Government training agencies should increase the participation of private school teachers so that the community school teachers have more interaction with private school teachers. Support should be provided to teacher unions in their bid for professional development of member teachers.

Finally, a closer linkage should be established between the different systems responsible for providing direct or indirect support to teacher management. Teacher unions, including those of private schools, should be consulted and involved.

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I INTRODUCTION

1.1 Background

Traditionally, teachers played the role of custodians of their pupils besides imparting knowledge and skills. In ancient times students lived with teachers until they completed their education. As such, the teachers were responsible for taking care of their pupils' physical as well as social needs.

In some parts of Nepal there were several schools with one-man. That teacher took care of all the students in his school besides maintaining accounts, cleaning of school premises and engaging in public relations activities. In schools with small number of students multi-grade teaching is in practice with one teacher teaching more than one class at the same time. In some primary schools teachers work as grade teachers taking responsibility to teach all subjects in the grade they are assigned to. The teachers are deployed in a range of other assignments including deputation as resource person or as a teacher in a different school.

The main responsibility of a teacher is obviously to teach his\her students in an effective manner. For this purpose the teachers need to build their own capacity through formal training programmes and a host of other activities.

Today teachers are involved in a number of a committees and associations with their service condition. They include School Management Committee, District Education Committee, Parents Teachers Association and teachers union. A teacher, being a conscious and educated individual in his\her society is also expected to play the role of a change agent. He\She is looked as a role model for his \her students and as a resource person for community development activities.

Since the teachers are expected to play multiple roles in their school communities, it is important to equip them with necessary knowledge and skill to play these roles more effectively. The teachers are already engaged in a variety of training programmes organized by their resource centers, district education offices and other agencies. Some of the training programmes may be relevant to the teachers' roles and responsibilities, some may not. It may be that some teachers have not received the type of capacity building training or exposure that they need. A review of available documents and literature revealed that most of the programmes are related to pedagogic training with only a few initiatives on preparations of the teachers for the management of their schools as a whole.

With their number exceeding 110,000, public school teachers alone form the single largest group of employees in the country. These teachers are engaged in the important task of educating nearly five million children enrolled in pre primary to grade 10. For enabling these teachers to play their role effectively, it is important to maintain an efficient teacher management system.

Since the inception of the National Education System Plan in 1971, a number of measures aimed at improving the teachers' service condition have been taken. Teacher's salary and other facilities are almost at par with those of civil servants. However, teacher management services are in their infancy. The Teacher Service Commission (TSD) and the Teacher Personnel Records Office (TPRO) have barely begun their tasks. Almost all of the record keeping is done manually.

1.2 Rationale of the Study

Teacher management is a complex process. It involves identification of teaching and non-teaching personnel needs, selection, recruitment, implementation of rules and regulations, release of salaries and benefits to incumbent and retired personnel and much more. As the need for improvement is felt in all these aspects, it is necessary to first assess the existing system. Only after identification of gaps will it be possible to recommend measures towards improvement.

The teachers are charged with the important responsibility of educating the country's millions of children who will be shouldering the nation building task in the years to come. The effectiveness of education imparted to these children very much depends on the ways the teachers are deployed or redeployed. No studies or literature were found on how the teachers are being deployed in Nepal, who decides on their deployment and what implications the education sector as a whole has experienced of the different modes of teacher deployment.

In order for teachers to discharge their duties effectively, they need to be trained themselves first. They need to be equipped with adequate educational resources and be backed by expert support and school management. Control of the deployment of teachers by DEO or by school also has a bearing on teacher accountability, monitoring and evaluation. Teacher performance also depends on teaching load, size of the classroom and the whole learning environment

It is a proven fact that commitment to and ownership of one's work place comes with the extent to which the employees are involved in the management system in a formal or informal manner. Very little is known about the nature and extent of teacher involvement in school management.

Along with involvement, teachers need recognition for their performance inside classrooms as well as of their contributions to school management and community development. No systematic efforts are evident yet to objectively evaluate teacher performance. In the limited number of schools whose management is handed over to communities, teacher evaluation by SMC members and parents\guardians is more prominent. In the remaining schools, except for some irregular evaluation by Resource Persons and District Education Office Inspectors, teacher evaluation is almost non-existent.

The teacher associations and organizations have the base and potential for enhancing competency of their members. However, a little is known about such efforts and their capacity to deliver.

1.3 Objectives

The main objective of this study was to assess teacher management practices including involvement of teachers in school management. Specific objectives were to

- analyse existing rules, regulations and procedures for the management, evaluation, licensing and recording of teachers,
- assess actual administration policies and practices for management of teachers, covering among others demand and supply of teachers, recruitment procedures, initial posting, and transfer policy and representation of female teachers in the work force,
- conduct a comparative analysis of conditions for teacher employment of SMC, VDC, NGO/INGO, public and private schools,
- analyse the issue of teacher turnover including its determinants and effects on educational quality,
- examine already existing linkages between the different systems,
- assess the existing capacity and infrastructure of regional and district levels to manage and record teachers performance, competence and development,
- examine the deployment pattern of teachers by grade and level of education,
- examine the nature and extent of redeployment of teachers and the factors responsible for redeployment,
- identify strengths and weaknesses of the different patterns of deployment of teachers,
- develop an inventory of teacher capacity development programmes and the agencies responsible for them,
- analyse procedures adopted for evaluation of teacher performance,
- assess the existing capacity of teacher associations and organizations for professional development of its members, and
- suggest measures for improvement in teacher management system, effective deployment and redeployment of teachers and involvement of teachers at all levels of educational management, teacher evaluation and capacity development of teacher associations and organizations to a professional development role.

1.4 Scope of Work

This survey covered review and assessment of all teacher management related policies and practices. However, attention was paid to ensure that there is no overlapping of activities with other sub TORs. Data was collected from the central, regional, district and school levels as specified in the methodology section. The survey took into account and documented historical, political, socio-economical, organisational, representation of female teachers, international aspects and experiences.

A host of rules and regulations pertaining to the condition for teachers service are in place for public school teachers. The service condition of SMC, VDC, NGO/INGO and private schools differ from that of public schools. The nature and extent of teacher turnover depend on service condition and other aspects of teacher management. Management of teacher service also depends on the capacity of district, regional and central level offices. For effective educational management close linkage among related agencies is crucial. Lack of minimum data, their proper storage, timely retrieval and dissemination to concerned decision makers result in a number of

complications affecting the very education of school children. This study examined these and related issues which provided the basis for making recommendations for reform measures.

An attempt was made to follow through first time deployed teachers to their redeployment over the years. Factors such as education, training, condition of school, external influence and rules and regulations governing teacher service were examined.

The other areas explored include role of the teachers in school management, status of teacher evaluation and assessment of current activities and capacities of government agencies, non-government organizations and teachers associations.

1.5 Methodology

The following methodology was adopted during the course of this survey.

- 1.5.1 *Sample Size:* A total of 15 districts representing three ecological zones were included in the sample size. From each district response was solicited from District Education Office personnel, schoolteachers, headmasters, SMC members, parents/guardians and students. In addition, office holders of teachers' unions, retired teachers, social workers and the NGOs employing teachers were also interviewed. Central level policy makers and administrators were asked to give their candid opinions on concerned issues and suggest ways for a more effective teacher management system.

The table below provides quantitative information on sample size.

Number of Respondents by District Visited in the Field

S.N	Respondents/ Forms	Districts															Total
		Banke	Surkhet	Jumla	Dhanusa	Chitwan	Kapilvastu	Dhankuta	Jhapa	Solukhumbu	Kaski	Baglung	Mustang	Doti	Kanchanpur	Kathmandu	
1.	Regional Education Director (RED)		1					1			1			1		1	5
2.	District Education Officer (DEO)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	15
3.	DEO Observation	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	15
4.	SMC Reps.	5	5	3	3	4	5	5	5	3	5	5	3	4	5	5	65
5.	Supervisors	2	2		2	2	2	2	2	2	2	3	1	2	2	3	29
6.	Resource Persons	1	2	1	2	2	3	1	1	1	2	1		1	1	3	22
7.	Trainers of Trainers (TOT)		1		2	5	2	2			3			2		3	20
8.	Head Teachers	5	5	3	5	5	5	5	5	3	5	5	3	5	5	5	69
9.	School Observation	5	5	3	5	5	5	5	5	3	5	5	3	5	5	5	69
10.	Working Teachers	20	15	12	18	17	22	18	21	10	20	19	18	16	19	21	266
11.	Teacher's Candidate	4	5	3	3	8	4	7	7	2	5	4	4	3		2	61
12.	Retired Teachers Before 60	1		3	1	8		1			4	2	1		4	4	29
13.	Retired Teachers After 60	5	2		1		4	5	4	2	3		2	3	1	4	36
14.	Authorities of Teacher's Union	2	2	3	2	3	2	2	4	1	2	2	1	1		4	31
15.	School Students FGD	5	5	4	4	4	5	5	5	3	5	5	3	5	5	4	67
16.	Social Workers	1	2	2	2	3	3	2	2		5	3	3	2	1		31
17.	PTA - FGD	2	2		2	1	2	2	4	2	2	3	1	2	2		27
18.	Parents	7	6	2	7	3	7	5		2	5	5	2	2	2	6	61
19.	College/University Students	83		1				67	107(Biratnagar)		79	123		35	40	265	800
20.	NGO/INGOs	1	1		1		1	1									5
Total		151	63	42	61	72	74	138	174	36	155	187	47	91	94	337	1723

1.5.2 Activities/ Steps

Major activities undertaken during the conduct of this study are described in the paragraphs below.

Review of Documents: Educational Acts, rules, regulations and policy documents on teacher management, teacher deployment and involvement of teachers in school management were reviewed. Surveys, studies and literature on related national and international experiences on teacher management were also reviewed.

Preliminary Visits: With a view to familiarize with such issues related to teacher management as teaching license, teacher recruitment, teacher record keeping, teacher capacity building and pension management, discussions were held with the concerned authorities at Teacher Service Commission (TSC), Department of Teacher Records Service (DTRS), National Centre for Educational Development (NCED), Civil Service Personnel Records Office and EMIS Section of the Department of Education. These visits were useful in collection of relevant documents and data.

List of Tools and Target Groups

S.no.	Tools	Target group
1.	Interview Schedule	Regional Education Director
2.	Interview Schedule	District Education Officer
3.	Observation Form	District Education Officer
4.	Interview/ Focus Group Discussion Schedule	School Management Committee Chairman and Members
5.	Interview Schedule Questionnaire	School Supervisor
6.	Interview Schedule Questionnaire	Resource Person
7.	Interview Schedule	Trainers
8.	Interview Schedule	Community or private schools headmasters
9.	Observation Form	Community or private schools
10.	Questionnaire	Community or private schools teachers
11.	Interview Schedule /Questionnaire	Teacher candidates
12.	Interview Schedule	Teachers before reaching retirement age
13.	Interview Schedule	Teachers' Union authorities
14.	Interview Schedule	NGOs/ INGOs funding school teachers

Tools Development: In addition to development of observation forms for collecting data from District Education Office and individual schools, a total of 14 different sets of tools were

developed to acquire data and information from target groups included in this study. These tools are provided in Annex 1. A list of tools with target groups is given in the table above.

Orientation: The 10 field assistants recruited for the purpose of administration of the tools were given orientation for two days. They first learned about the objectives and rationale of the study. This was followed by detailed review of the forms to ensure that the field assistants understood every item in the forms.

Pretest: After the orientation two more days were spent on pre-test of the forms developed. On the first day, all of the field assistants together with the Lead Consultant and Senior Consultants went to the Lalitpur District Education Office where the District Education Officer was interviewed and other observation form and questionnaires developed for DEO were tested. On the second day, the field assistants and the consultants divided themselves into three groups and visited two public schools and one private school in Lalitpur and Kathmandu Districts. In those schools forms developed for the collection of data from schools were pre-tested. On the following day, all the field assistants and consultants together reviewed their pre-test experience and revised the tools.

Field Visits: In order to collect necessary data and information from 15 districts, the researchers were divided into five groups. Except for Solukhumbu, Doti and Kanchanpur where a team of two senior field assistants were assigned, the remaining four groups consisted of three individuals each, one of which was a Senior Consultant. In the field itself the first point of contact was DEO. In consultation with the District Education Officer and his staff the five schools to be visited were identified. One of the five schools selected was a private school. At least one school in each district included a rural school selected from a Village Development Committee near the district headquarters. The insurgency prevalent in the country did not favour visits deep into rural areas.

Regional Education Directors, District Education Officers, school headmasters, school management committee members were interviewed with the help of interview schedules prepared for this purpose. Schoolteachers, DEO supervisors and Resource Persons usually filled in the questionnaire. Depending on the availability of teachers in-group, focus group discussions were held with teachers, parents, students and even SMC members.

Central Level Visits: After field visits were completed unstructured interviews were conducted with TSC Members, Director General at the Department of Education and with concerned authorities of NCED, SEDC, DTRS and Distance Education Centre. The purpose of these interviews was to discuss policy issues and to familiarize with future plans.

Tabulation and Analyses : Data received from all 15 districts were first coded and processed by using SPSS package. The analysis and interpretation was carried out based on the focus and requirements of the study.

Where feasible and deemed necessary, the analyses was carried out in terms of educational level, gender, location, ecological region and type of school.

1.6 Review of literature

Teaching position is a very demanding position. A teacher should possess a host of qualifications to secure her place as an ideal teacher. Chaube and Chaube (1995) have listed the following qualifications for a teacher:

- Character
- Affection for children
- Training
- Dutifulness
- Competency in the subject
- Patience
- Interest in co-curricular activities
- Love for humour
- Health
- Pleasing personality
- Optimism
- Originality
- Quick decisions
- Self respect
- Sharp intelligence

The National Education System Plan (NESP, 1971-76) made an attempt to systematize teacher service. The Plan fixed teacher qualification for primary, lower secondary and secondary as SLC or equivalent and trained, I Ed. or I.A. or equivalent and trained, I.Ed. or I.A. or equivalent and trained and B.Ed. or B.A. or equivalent and trained respectively. These qualifications are still in force with additional requirement of a teaching license. The Plan envisaged Education Service Commission for every district charged with constituting District Education Service, creating posts, appointing, promoting, transferring and dismissing teachers within the district (Ministry of Education, 1972). The commission was also to maintain detailed record of the teachers. With the issue of Teacher Service Rule 2002, a host of regulations governing teacher service came into effect. One of the most alarming clauses to newly recruited teachers and future teachers has been Regulation #128 which states that teachers recruited after mid April 2002 (1 Baisak 2059) will not be receiving gratuity or pension. The Regulation further adds that His Majesty's Government may create a pension fund for teacher gratuity or pension through publication of a notice in Nepal Gazette. In the fund thus created amount as fixed in the notice will be deducted from the salary of schoolteachers.

In his article entitled "Educational Issues, Political Decision," published in Kantipur Daily, Devendra Bhattarai (2004) wrote about the recent developments in education. In particular, he cited the 12-point agreement recently reached by the Ministry of Education and Sports and the representatives of the teachers unions. The agreement includes filling in of 50 percent of the permanent vacant posts by internal competition among temporary teachers. Agreement was reached also to gradually increase school administrative expenses. The other agreement was to initiate the process for teacher promotion and have untrained teachers received training within three years for the purpose of obtaining teaching license. Private school teachers are also to

receive salary and benefits at par with public school teachers. The article mentioned that some 30-32 District Education Officers are gazetted III class officers working as officiating DEOs.

Alain Mingat et al (2003) acknowledged that education is a complex social undertaking with teachers playing pivotal role in efficient use of resources allocated to education. They argued that in developing countries in particular most of the costs incurred in lower grade of education go towards the payment of teachers' salary. They made the point that to manage teacher's time is to manage resource allocations. Teacher management entails management across schools or across classrooms and within classrooms. The differences in results in student achievement among schools and classrooms are largely attributable to the ways teachers manage their classrooms.

Although governments are committed to uplifting the plight of the poor by providing health education and other social services, the benefits reaching the poor are minimal. The World Bank (2004) estimates that 46 percent of education expending in Nepal accrues to the richest fifth while only 11 percent accrues to the poorest.

Citing a case from Uttar Pradesh, India, the Bank further illustrates that those who benefit should not be separated from policy making. When this happens policymakers face resistance. There teachers' unions blocked an attempt to put teacher hiring, firing and attendance under the control of the village panchayat.

The more popular trend is to empower local authorities and school by devolving authority and channeling of fund. Along this line His Majesty's Government of Nepal, Asian Development Bank and Danida (2002) have developed a Secondary Education Sector Programme. The main goal of this programme is to strengthen the involvement of local communities in the running and funding of their own schools through the School Improvement Plan (SIP) developed by themselves. District Education Offices and District Development Committees are expected to provide support towards the successful implementation of SIP.

Community management of schools is further reinforced by the government policy to handover school management to SMCs. According to the MOES (2002) Guidelines for Operation of School to be managed by community, SMC is authorized to recruit headteacher and teachers and carry out day-to-day activities. Though the DEO continues to monitor and supervise such schools, the SMCs have a great deal of leverage on school teachers and are encouraged to mobilize community resources to improve school physical facilities as well as to improve educational inputs. Studies carried out with support from the World Bank indicate that many communities have the ability to successfully manage teachers and school.

The local Self Governance Act, 1999, published by the Ministry of Law and Justice (1999) states that the Village Development Committee is made responsible for management of schools established within the committee. National Planning Commission (2003) endorses the spirit of the Act in the Tenth Plan by emphasizing the role of VDCs, SMCs and parents / guardians in the management of schools.

A serious challenge facing the developing countries is that most of the education spending accrues to the affluent population of the society. The World Development Report 2004 states that

46 percent of education spending accrues to the richest fifth with only 11 percent reaching to the poorest. The report argues that even if the share to the poor is increased, the poor will not benefit unless teachers become effective in their jobs.

In its Nepal Human Development Report 2001, UNDP (2002) points out that in Nepal the trend is a poor public education system for poor children manned by unqualified and demotivated teachers. On the contrary, a higher quality private education system is used by rich. As a consequence, a serious social conflict is likely to result.

In its publication of executive summary of research studies conducted from July 2000 to June 2003, MOES (2003) highlights findings of the research on such teacher management related aspects as effectiveness of headmaster trainings, effectiveness of teacher training and internal efficiency. These studies give insight into the existing teacher performance related issues and problems. They point out to the areas where improvements are needed and also suggest measures for improvement.

Studies indicate that student achievement, specially in the primary grades, is low. A study conducted by Educational Development Service Centre in 1997 revealed that the mean achievement of grade 3 students in Nepali, mathematics and Serofero resided within 44-50 score level. Another study conducted by the same organization on grade 5 students indicate mean score achievement of 27.25, 51.46 and 41.79 in mathematics, Nepali, and social studies respectively.

1.7 Limitation of the Study

The study is based on one fifth of the 75 districts of the country. Moreover, only five schools each from the hill and Terai districts and three from mountain districts were included in the sample. Due to insurgency, only the schools from and around the district headquarters could be visited.

1.8 Organization of the Report

The report is organized in four different chapters. Followed by an executive summary, the first chapter includes background, rationale of the study, objectives and methodology. In Chapter 2 data are analyzed and interpreted in detail under such sub-headings are recruitment, workload and facilities, teacher turnover, teacher capacity enhancement. Chapter 3 highlights major findings on teacher on teacher management practices. The final Chapter provides a summary of the study as a whole, draws conclusions, and lists recommended measures \for improvements in teacher management in future.

II STATUS OF TEACHER MANAGEMENT

2.1 Recruitment

Apparently, there are three types of teachers in a community school¹. The first type is permanent teachers appointed by District Education Officer at the recommendation of Teachers Service Commission. The second type is those appointed by School Management Committee to temporarily fill in the government allocated positions until such time when DEO appoints permanent teachers. Teachers thus appointed are entitled to the same amount of salary as that of a permanent teacher. Such teachers are not eligible for pension and gratuity benefits, however. The third type of public school teachers are additional teachers recruited by SMC by paying much less salary than paid to government teachers. Such teachers are not present in all schools but were common in many schools visited. Private schools have their own terms of service for their teachers.

2.1.1 Teaching in the Eyes of Prospective Teachers

Of the 800 postsecondary level students who responded to a question with regard to their preference for a school level teaching position, 682 or over 85 percent of them replied in the affirmative.

For a large number of students (Table 2.1) school teaching was a respectable job. In their opinion teaching provided jobs in their doorsteps, it was relatively an easy occupation with flexibility of time.

**Table 2.1
Reasons for Inclination Towards School Level Teaching**

Reasons for Attraction	No. of Respondents*
Respectable profession	515
Local employment	300
Freedom of work	129
Easy occupation	101
Flexible time for work	80

*Some of the respondents gave multiple answers

The 64 teacher candidates who responded to questions designed for them gave a wide range of answers for choosing the teaching occupation. For as many as 26 (41%) candidates teaching was not the most preferred job (Table 2.2). They applied for a teaching job because they could not find any other position. For a number of other candidates, however, teaching was of interest, it gave an opportunity to work near home and engage in social service.

¹ For the purpose of this study a community school is defined as government funded school.

Table 2.2
Reasons for Applying for a Teaching Position

Reasons	No. of Respondents
Lack of other opportunities	26
Interest in teaching	11
Employment near home	8
Opportunity for social service	8

2.1.2 Demand and Supply of Teachers

Apparently, the supply of schoolteachers is much higher than the demand for them. The fact that over 200,000 individuals applied for teaching license in response to a recent advertisement gives an estimate of the number of potential teachers in the job market. This figure compares with some 86,000 candidates competing for around 14,000 vacancies in 1996. It has been reported that it will not be possible to recruit more than 30,000 individuals to fill in the vacant permanent positions of teachers.

An overwhelming majority of teachers (76%) were students before they joined teaching profession. As is indicated by Table 2.3 over 17 percent of the 266 individuals currently in teaching profession were previously engaged in agriculture, service and business of their own.

Table 2.3
Occupation of Teachers Prior to Joining School

Occupation	Respondents	
	Number	Percent
Students	201	75.6
Agriculture	19	7.1
Service	17	6.4
Business	10	3.8
Other	19	7.1
Total	266	100.0

Asked about the source of information to join the teaching profession in the first place, more than a half of the temporary teachers maintained that it was advertisement (Table 2.4). Over 25 percent of the respondents secured their jobs by directly contacting schools. In the experience of most of the teachers (84%). The process of recruiting temporary teachers is either simple or not cumbersome while the rest found the process cumbersome.

Table 2.4
Source of Information for Temporary Teachers

Source	Respondents	
	Number	Percent
Advertisement	94	52.5
Personal contact with school	45	25.2
Request from school	23	12.8
Personal contact with DEO	17	9.5
Total	179	100

The teachers securing permanent positions informed that they appeared both in written examination and interview. Of the 187 permanent teachers 137 or 73 percent expressed the opinion that the teacher recruitment process needs to be simplified.

The respondents gave a number of suggestions towards improvement in selection procedures. As is shown by Table 2.5, the permanent teachers felt it is necessary to advertise more frequently and on a regular basis. A large number of these teachers also felt that issue of license and recruitment should be based on the teacher candidate's educational qualification, training, skill and experience.

Table 2.5
Suggestions for Improvement in Recruitment of Permanent Teachers

Suggestions	No. of Respondents
More frequent and regular advertisement	43
Issue of license and recruitment should be based on qualification, training, skill and experience	43
Teacher Service Commission should be strong constitutional body	11
SMC should be authorized to recruit teachers	3
Total	100

Of the 69 schools selected as sample size for this survey, 55 were community schools and the remaining 14 were private schools. Although private schools are regulated by government rules, these schools were found to be running with their own set standard. While all community schools had their School Management Committee in place as per the government educational regulations, most private schools either did not have a SMC or had a development board chaired by the school principal himself.

Out of the total of 266 schoolteachers who filled in the questionnaires for this survey, 227 or 85 percent of the teachers came from community schools and the remaining 39 came from private schools. As is indicated by Table 2.6, 22 percent of the teachers in government schools were School Leaving Certificate holders while the minimum educational qualification of private school teachers was Proficiency Certificate. A private school from Kathmandu maintained that all its teachers teaching grade IV and above were holding a master's degree.

Table 2.6
Educational Qualification of Teachers

Qualification	Schools	
	Community	Private
SLC	58	-
Proficiency Certificate	68	19
Bachelor	84	12
Master	15	8
Total	225	39

School headteachers were asked as to whether they felt SLC was adequate qualification to become a primary school teacher. Eighty-four percent of the public school headteachers and 72 percent of the private school headteachers felt it was adequate. The rest of the respondents said teachers should possess Proficiency Certificate or higher degree to qualify as primary school teachers. A number of private school principals stressed that academic qualification alone should not be sole criteria for recruitment of teachers. They said that performance in written and oral tests, training, experience and personality are other important factors to be considered in selection of a teacher.

2.1.3 Role of SMC and DEO in Recruitment of Teacher

Over a half (53%) of the 61 School Management Committee members interviewed stated that recruitment of teachers was one of their principal responsibilities. While most of the recruitments were to fill in the government funded temporary positions, some of the recruitments were to be funded from internal sources of the schools concerned. A few SMC members maintained that they have experienced difficulty in finding qualified teachers and teachers in certain subjects. They also complained that DEOs interfered in the recruitment of teachers.

The Resource Persons were asked to relate their observation with regard to recruitment of teachers. One third of the 21 RPs stated that the recruitment process is influenced by political pressure, nepotism and favouritism. Twenty-four percent of the RPs asserted that the recruitment process followed by SMCs is full of loopholes. About the same number of RPs maintained that the recruitment strategy itself is poor lacking a competitive atmosphere.

There were similarities in the observation of school supervisors with that of RPs as far as teacher recruitment is concerned. Forty-six percent of the 26 supervisors maintained that the recruitment process was dominated by political pressure, nepotism and favouritism (Table 2.7). The supervisors were found concerned for shortage of trained and subjectwise teachers.

Table 2.7
Supervisors' Observations and Teacher Recruitment

Problems Relating to Recruitment	No. of Respondents*
Political pressure, nepotism and favouritism	12
Weak recruitment procedures followed by SMCs	10
Lack of trained and subjectwise teachers	6
Weak recruitment strategy	3
Impractical teacher licensing process	1
Existing Acts and Regulations not followed	1
Total	33

* Some of the respondents gave multiple answers.

Asked about the problems they experienced with regard to recruitment of teachers, four of the 15 District Education Officers expressed the opinion that SMCs were not able to recruit appropriate teachers as personal favour and nepotism got precedence over recruitment of competent individuals. Two respondents each said the most difficult task for them was to discontinue service of temporary teachers and to withstand political pressure. One DEO said he faces resistance from teachers when the case for their transfer arises.

The Regional Education Directors are not directly involved in the recruitment of teachers. However, they are at times required to resolve conflicts in districts within their jurisdiction. According to the REDs such conflicts include local interest to retain or appoint "own" people and prevent teachers from outsiders. Apparently teacher unions played minimal role in recruitment of teachers. Most of the 27 office holders of teacher's unions stated that they play no role whatsoever in the recruitment of teachers. A few of the respondents said that their role is limited to participation in policy making, discussion with DEOs, information dissemination and advising.

2.1.4 Initial Posting

As per the Educational Rule 2002 the concerned SMC is authorized to recruit temporary teachers for its school to fill in the government approved vacant posts until the appointment of permanent teachers by the DEO. The tenure of the office of temporary teachers is for the maximum period of six months.

Teacher Service Commission sends its recommendations for permanent teacher's position for community schools to DEO. Within 30 days of the receipt of such recommendations DEOs are required to issue letters of appointment to the candidates recommended. The letters of appointment should mention about the salary and benefits, if any, that the teachers are entitled to. The teacher should report to the school of his appointment within 15 days from the receipt of the appointment letter. For a period of one year the teachers remain under probation.

No job description is provided to the newly appointed teachers. There are no formal provisions for orientation of new teachers although some community schools reported to have an orientation programme for such teachers.

2.2 A Comparative Picture of Facilities and Work Load in Community Schools and Institutions Financing Additional Teachers

Salaries paid to private school teachers were either less or the same as those of community schoolteachers. Only one private school headteacher stated that his teachers received more money than those in government schools. Five of the 14 private schools paid fewer amounts than community schools while seven schools paid the same as community schools.

More private schools than community schools had the provision for overtime payment to schoolteachers. While over 30 percent of the private schools provided extra remuneration to their teachers for overtime work, only seven percent of the community schools could do so. Community schools with such provisions seemed to have their own additional source of income such as rental of their premises.

Most of the private schools informed that they provided annual and sick leave to their full time teachers. For any additional leave deductions were made from teachers' salaries. Part time teachers were paid only for the days they taught. In none of the public schools deduction of teachers' remuneration was reported for missing classes. Moreover, in community schools records showed that teachers took only those leaves, which they were entitled to. Although irregularities and long period of absences were reported, they were not reflected in the data provided to researchers.

One private school was found to have provision for provident fund for its permanent teachers. Most of the private schools provided dasain benefits.

According to the headmasters the number of periods taught per week by their teachers ranged from as low as 6 to as many as 40. Over 70 percent of the teachers were responsible for teaching 25-36 periods a week (Table 2.8) in the

Table 2.8
Number of Periods Taught in a Week

No. of Periods	No. of School		Percent	
	Community	Private	Community	Private
24 or less	8	-	14.8	-
25-30	17	7	33.3	53.8
31-36	17	5	31.5	38.5
Over 36	11	1	20.4	7.7
Total	54	13	100	100

community and private schools combined. With the exception of one school, none of the private school teachers taught less than 26 or more than 35 periods a week.

The number of students in a classroom ranged from 6 to 125 in community schools. In private schools the range was from 12 to 45. As is indicated by Table 2.9, 55 percent of the community schools had 48 or more students in a classroom making it very difficult for teachers to teach effectively. Private school teachers were more in a comfortable position with this regard.

Table 2.9
Student Size in a Classroom

No. of Students per Classroom	No. of Schools		Percent	
	Community	Private	Community	Private
Less than 15	4	2	7.5	15.4
15-25	6	2	11.3	15.4
26-36	7	7	13.2	53.8
37-47	7	2	13.2	15.4
48-58	11	-	20.8	-
59-69	9	-	17.0	-
70 and over	9	-	17.0	-
Total	54	13	100	100

An analysis of the student population per classroom by ecological regions revealed that except for one school in Solukhumbu where the average students size per classroom was 77, the rest of the mountain schools had 40 or less number of students in a class. On the contrary, nearly a half of the schools in terai had over 51 students in a classroom.

A number of community schools had recruited teachers in addition to positions filled up with government fund. Additional teachers were required mainly for two reasons. First, schools were upgraded from primary to lower secondary level or from lower secondary to secondary level. Secondly, new section of a particular class was open to accommodate excessive number of students in that particular class. The teachers were paid with funds generated by the schools themselves. In

most case monthly remunerations to these teachers were about a half or less than what the government funded teachers received. Thus many community schools had two categories of teachers, one funded by the government and the other funded by the schools' own source. A separate study is required to examine such a system on teacher motivation and performance.

Table 2.10
Number of Students in a Classroom by Ecological Regions

No. of Students per Classroom	Ecological Regions		
	Mountain	Hill	Terai
Less than 20	5	5	-
21-30	2	5	5
31-40	1	4	5
41-50	-	5	5
51-60	-	7	4
61-70	-	1	4
70 and over	1	1	6
Total	9	28	29

An effort was made to identify NGOs and other agencies which were financing school teachers in the research sites visited. Only five such agencies were discovered in these sites. Plan Nepal in Banke was the single largest agency that paid for the salary of as many as 22 primary school teachers. Schools in shortage of teachers with large number of students were financed to pay for additional teachers. These teachers were recruited by the concerned schools themselves by paying the same amount of salary as that of government funded teachers. Social Awareness for Education in Surkhet and Unesco, Banke provided training for existing teachers. ASMAN, an NGO based in Dhanusa, paid Rs. 750 per teacher (another Rs. 750 borne by the villagers) to teach grade I and II in schools where "dalit" children are enrolled. In selecting teachers for recruitment priority is given to "dalit" women followed by other women, "dalit" men and other men. Society of Local Volunteers Effort (SOLVE) based in Dhankuta employs the service of School Partnership Worldwide (SPW) volunteers' counterparts as teachers. These teachers need not be paid salary but their lodging and board are taken care of.

2.3 Deployment of Teachers

A common problem that most community schools pointed out is shortage of teachers to manage classroom instruction. Schools in Terai and hills complained that they are bound to accommodate many more students than the government ceiling of 50 and 45 students respectively. They argued that there is a need for a second section for some grades but often there are less than five teachers in a primary school with grade I-V.

The reported teacher shortage is reflected in the teaching load assigned to the teachers. Apparently, the teachers have to teach all the time during working hours in schools except on Friday afternoons which are set for extracurricular activities.

Nearly all of the community school teachers and a substantial number of private school teachers were found to have been involved in extracurricular activities. The largest number of teachers reported that they engage their students in extracurricular activities usually the second half of Friday. Other activities included participation in meetings, training programmes, seminars and providing support in student admission, record keeping and so on.

Table 2.11
Involvement of Teachers in Activities Other than Classroom Teaching

Extracurricular Activities	No. of Teachers Involved*
Extracurricular activities	204
Sharing of experience with fellow teachers	176
Participation in meetings	165
Participation in training / seminars	165
Assist with student admission	165
Assist with preparation of annual operation plan	162
Assist with record keeping and filling up of forms	90

* Some of the teachers gave multiple answers.

The headteachers also concurred with their teachers with regard to involvement of teachers in score of activities in addition to teaching. The most frequent activity reported was extracurricular activities (Table 2.12). Other activities included support to headteachers in school management, examinations, record keeping, maintaining rapport with parents and fund raising.

Table 2.12
Involvement of Teachers in Various Activities as Reported by Headteachers

Activities	No. of Headteachers*
Extracurricular activities	48
Support in school management	11
Examination matters	5
Record keeping	4
Maintaining rapport with parents	4
Fund raising	4

*Some of the respondents gave multiple answers.

The views of SMC members with regard to deployment of teachers in out-of-classroom activities were similar in many fronts to those of schoolteachers and headteachers. The single largest number (27) of these respondents felt teachers are

engaged in extracurricular activities followed by administrative support (20), construction and maintenance of physical facilities (14), and fund raising (12).

The Resource Persons held somewhat different views with regard to teachers' role in school management. About 25 percent of the RPs stated that the teachers have extended their support to SMCs whenever called for. Fourteen percent asserted that teachers have played an active role in overall management of their schools.

In the opinion of two RPs teachers are not given any role in the management of school. Along the same line some of these respondents stated that the role of a teacher in out-of-classroom activities depends at the discretion of headteacher.

Asked about their suggestion for ways of deployment of teachers in school management, 33 percent of the RPs said the teachers should themselves feel that it is a part of their responsibility to participate in overall management of their schools. Another 33 percent of the respondents pointed out that the way to make teachers active in school management is to give them responsibility for it. Nineteen percent of the RPs felt a good relation should be built between the teachers and SMC, parents and students.

Striking similarities were found in the response of RPs and school supervisors with regard to role of teachers in school management. Of the 26 supervisors who filled in the questionnaires, five or 19 percent stated that teachers have played an active role in overall management of their schools. In the opinion of another 23 percent, teachers' role in this regard has been positive. Twelve percent of the supervisors maintained that the teachers have extended necessary assistance to SMCs. In their suggestions for greater involvement of teachers in school management, 23 percent of the supervisors stressed on the need for giving responsibility. An equal percent of respondents suggested that the teachers should be provided with management training to make them feel responsible towards school management.

In the opinion of 60 percent of the District Education Officers, teachers have played a highly positive role in the management of their schools. The DEOs gave a number of suggestions towards making greater involvement of teachers in school management possible. They included school management training, participation in discussion and interaction meetings, providing responsibilities and effective implementation of rules and regulations.

Only two of the five Regional Directors stated that schoolteachers are involved in activities other than teaching. These activities centred on extracurricular activities, student enrollment and implementation of SMC decisions.²

² For a more detailed analysis on teacher involvement please refer to the report on " Survey on Participation of Teachers in School Management and Parent-Teacher Association"

Deployment of teachers can be assessed in several ways. One way to make such assessment is by examining teacher student ratio. Based on data from 51 schools in this survey the teacher student ratio in mountain, hill and the terai was found to be 25, 29, and 40 respectively (Table 2.13). In aggregate, one teacher was responsible for teaching 34 students. This figure is not too different from the 2001 national teacher student ratio of 37.7. Looked in one way these figures are less than 40, maximum number fixed for a classroom in mountain schools. One is tempted to conclude that the crowded classrooms in the terai are the result of uneven distribution of teachers.

Table 2.13
Teacher Student Ratio by Ecological Region*

Ecological Regions	Teacher Student Ratio		
	No. of Teachers	No. of Students	Teacher Students Ratio
Mountain	50	1,253	1:25
Hill	375	10,751	1:29
Terai	466	18,507	1:40
Total	891	30,511	1:34

* Based on data from 51 schools.

A question can be raised as to whether smaller number of students per teacher means more effective teaching. The fact that most mountain school classrooms have fewer students than in the terai schools should have resulted in higher achievement of mountain school students. But this is not always so. Complaints are heard that in a five-teacher primary school there are rarely the presence of all five teachers. It is said that teachers take turn in attending schools. As a result one teacher ends up with the responsibility of taking care of two or more classrooms at the same time. This complaint is heard also in case of some hill schools. Without an alternative arrangement to make up for the missed classes, one should not expect higher achievement from students. In lower classes where there is grade teaching system, absence of a teacher would mean classroom without teachers for the whole day.

While to be absent altogether from school is one scenario, the other scenario is to teach partially or not to teach at all by those teachers who are present in school. In some of the community schools visited it was observed that classes were suspended for such excuses as grading of internal assessment papers, meetings or attending guests like the researchers of this survey. Even when attending a classroom, it was reported that some teachers either enter classroom late or leave early without utilizing full 45 minutes or so allocated for a period.

Apparently, teachers have not paid much attention in the management of their classrooms which is considered essential more at the lower level classrooms. Although community schools are relatively better equipped in terms of physical

facilities than private schools, classroom management in community schools was visibly poor. Primary school classrooms were generally devoid of charts, posters, maps and other educational materials. The arrangement of furniture also could have been better.

Teacher deployment pattern in private schools was somewhat different. Unlike in community schools, in none of the private schools visited were the teachers immediately available to fill in the survey questionnaires. The principals of those schools assigned their teachers to fill in the survey questionnaires when they were free. Thus the classrooms were not disturbed due to this survey. A marked difference between a community and a private school then is regularity of teachers in private schools not only in their presence but also attending classes full time. The fact that remunerations of private school teachers are deducted for any classes missed also makes them more conscious and responsible.

A common reason for teacher absenteeism from classrooms is participation of teachers in training programmes. According to 2001 data, only 16.6 percent of the community primary school teachers are full trained. As full training (10 months training broken into 4 packages of 2.5 months each is being made compulsory of all teachers, more and more primary school teachers will be absent from their schools while they leave to attend training programmes. If no alternative arrangements are made to replace the teachers on leave for training, many schools may be closed down for certain periods of time.

Teachers on Training, School Closed Down

Tanahu, 28 Falgun

Sabitri Pariyar from Dhorphirdi-2 has not attended school since the last two weeks. One hundred and thirty four students studying in Sharada Primary School have not been attending school since long. Two of the three teachers left school for training forcing the school to be closed down. There are two male teachers and a female teacher serving at the school. The headteacher is out from school for primary teacher training and the other teacher is gone for modular training. The remaining one female teacher could not run the school alone so it was closed.

The headteacher asserted that due to inadequate number of teaching positions sanctioned, they were facing this kind of problem every year. He added that there are five classes and just three teachers. Even when all three teachers are fully involved in teaching, they find it difficult to run smoothly. When two teachers go out of school at the same time for training, problem of this kind is but natural.

The problem of this kind is not that of Sharada Primary School alone. The nearby Siddhartha High School was also closed while their teachers were taking part in training. It's always difficult to run schools when teachers leave for training, according to the concerned school. The Technical Assistant of DEO said that the problem is more acute in primary schools than in lower secondary and secondary schools. The teachers' number in majority of the primary schools does not exceed three. When the teachers leave for training then the school is bound to be closed.

Primary teachers' training lasts for two and half months. The headteacher of Sharada Primary School said when teachers leave for attending training; schools are closed for that period. He commented that the DEO is unable to sanction required number of teachers so the school is facing hardship and it is very difficult to run the school well. There are 393 primary schools in this district. Not all schools have adequate positions of teachers sanctioned.

Source: Kantipur Daily, 12 March 2004 (p.5)

2.4 Teacher Turnover

Reasons for Leaving School Teaching Positions before Retirement Age

According to the findings of this study turnover rate of the school teaching force is very low. Apparently, very few teachers give up their jobs at their own will before reaching retirement age. It was difficult to find such individuals during the course of this survey. The 25 former teachers contacted in various districts had remained as teachers for 8 to 44 years with 76 percent of these respondents teaching for over 20 years. As shown in Table 2.14 the

highest percent of teachers decided to discontinue school teaching because of frustrations. In their opinion teaching was not a prestigious profession in the eyes of the society and it was a low paying job. Twenty-four percent of the respondents quit teaching to take up financially more lucrative positions. These positions included teaching at higher secondary level and self-employment in agriculture and business. A few discontinued to work as teachers because of poor health. Others quit for such reasons as their own family matters, differences of opinion with headteacher, interest in politics and security.

Table 2.14
Reasons for Leaving Teaching Positions Prematurely

N=25

Reasons for Leaving School Teaching	No. of Respondents
Frustrated with teaching career	8(32)
To join financially more attractive occupation	6(24)
Poor health	4(16)
Other reasons	7(28)
Total	25(100)

Even though they left teaching, all of the individuals had high regard for teaching as a profession. A number of them expressed the concern that there is too much political interference in schools and teachers are serving the interest of political leaders. Asked for their suggestions towards making the teaching profession more respectable, the largest number of respondents (48%) said that facilities should be increased at par with civil servants so that teachers are able to fully concentrate on their jobs without worrying about meeting the material needs of their families. Concerns were expressed also about the need for continuing pension and gratuities by 20 percent of the respondents. Another 20 percent emphasized on the need for training and refresher training for teachers. Regular supervision by DEO was considered necessary by some respondents. Other suggestions included the need for teachers to behave themselves so that they can retain their respectable image, fostering a congenial environment in society to respect intellectuals and a fair selection and recruitment system.

Experience and other Characteristics of Teachers in Service

The situation about low turnover of teachers is also explained by the long service of teachers. Of the 263 teachers shown in Table 2.15, less than a half had taught for 10 years or less. Of those 121 teachers 66 had served for six years or more and only 55 individuals had joined schools within the last five years. The turnover rate in private schools was much higher than in community schools. Except for one private schoolteacher who taught for over 10 years, the rest had the experience of 10 years or less. As a matter of fact, 26 of the 37 private school teachers taught for five or less number of years. This is to indicate that teaching positions are considered more secured or attractive in community schools than in private schools. Over 21 percent of the community schoolteachers had been teaching for over 20 years.

**Table 2.15
Years of Service in Teaching**

Years of Service	Type of Schools		
	Community	Private	Total
10 years or less	85(32)*	36(14)	12(46)
11-20 years	85(32)	1(0.4)	86(33)
21-30 years	43(16)	-	43(16)
31-40 years	12(5)	-	12(5)
Over 40 years	1(0.4)	-	1(0.4)
Total	226(86)	37(14)	263(100)

* The number in parenthesis indicates percentage.

A look at the years spent in teaching by gender indicates that male teachers tend to remain longer in teaching than their female counterparts. As is indicated by Table 2.16, the percentage of male teachers with the experience between 21-30 years is 20 as compared to 10 percent for female teachers.

**Table 2.16
Teaching Experience by Gender**

Years of Experience	Respondents	
	Male	Female
10 years or less	78 (46)*	43(47)
11-20 years	52(30)	34(37)
21-30 years	34(20)	9(10)
31+ years	7(4)	6(6)
Total	171(100)	92(100)

* The number in parenthesis indicates percentage.

Resignation, Discontinuation and Transfer of Teachers

Data on the number of teachers who resigned, discontinued or transferred to other schools were obtained from the concerned school records. As is shown in Table 2.17, 72 percent of the teachers either resigned at their own will or

discontinued because their temporary service was not extended during the last seven years. The number of permanent teachers quitting schools is relatively small.

Table 2.17
Teachers who Left between 1997-2003

Year When Left	No. of Teachers		
	Temporary	Permanent	Total
1997	1	-	1
1998	3	3	6
1999	5	3	8
2000	12	6	18
2001	15	7	22
2002	23	6	29
2003	25	7	32
Total	84(72%)	32(28%)	116

The tendency to leave school is more common among private school teachers than their counterparts in community schools. Of the 116 teachers who left teaching within a period of seven years, 44 were from private schools (Table 2.18). Given the fact that only 14 of the 69 schools in this survey were private schools, the number of private school leavers is comparatively high.

Table 2.18
School Leavers by Type of Schools

Year when Left	Type of Schools		
	Community	Private	Total
1997	1	-	1
1998	3	3	6
1999	5	3	8
2000	13	5	18
2001	16	6	22
2002	14	15	29
2003	20	12	32
Total	72	44	116

School records showed that during the seven-year period between 1997 and 2003 a total of 50 teachers transferred to other schools. On the whole, it is less than one transfer per school. For obvious reasons, a much higher percentage (76%) of teachers who transferred were holding permanent position (Table 2.19). All of those who transferred were from community schools.

Table 2.19
Teachers who Transferred between 1997-2003

Date of Tansfer	No. of Teachers		
	Temporary	Permanent	Total
1997	1	1	2
1998	1	4	5
1999	1	5	6
2000	3	7	10
2001	1	6	7
2002	2	6	8
2003	3	9	12
Total	12(24%)	38(76%)	50

Apparently, only a small percentage of SMC members feel teacher turnover as a problem. Thirteen percent of those respondents said that they find it difficult to run the schools when teachers resign. A smaller percentage (12) of headmasters found transfer of teachers a problem in managing their schools.

A third of the 27 district level teachers' union officials interviewed maintained that there are no significant problems with regard to resignation, transfer or deputation of teachers. Some of the respondents explained that as a result of insurgency and political pressure, a few teachers have arranged for deputation. During the field visits, some of the researchers met the teachers who had managed to secure deputation for reasons of insurgency.

According to the Resource Persons some teachers have resigned from their Resource Centre schools for a number of reasons. As many as five RPs said their teachers have quit teaching due to poor health. Fewer number of RPs cited better employment opportunities at home and abroad as the reasons for teachers to leave teaching positions.

On the issue of transfer also the RPs had different explanations to give. Six RPs maintained that teachers are transferred as per educational rules and regulations. Often, certain schools demand teachers on certain subjects. These demands are partially met by transfer of teachers. In other cases the concerned teachers' needs and convenience are considered. In a few cases, however, there is undue pressure for transfer of certain teachers.

There were similarities in the response of RPs and supervisors with regard to resignations and transfer of teachers. The supervisors gave poor health and better employment opportunities as the two principal reasons for giving up teaching positions. As for the reasons for transfer, as many as 10 of the 27 school supervisors maintained that undue pressure is exerted in transfer of teachers. For six and five supervisors it was to suit the needs and convenience of teachers and as per educational rules and regulations respectively.

In the opinion of District Education Officers very few teachers in their districts leave teaching positions for good. But they acknowledged that transfers are common. In their opinion some transfers are not warranted but are materialized due to political pressure. Most such transfers are from village to urban areas. Female teachers want transfer near their homes. Some transfers are required to meet the shortage of teachers in certain subjects. Some teachers are on deputation as Resources Persons for a long time. One DEO expressed the concern that if these RPs are to immediately return to their schools they may not have positions there as they are replaced by others. Some deputations were necessitated due to insurgency.

With regard to problems of teacher resignation, transfer and deputation, the Regional Education Directors faced little or no problem. However, pressure relating to transfer was mentioned as quite heavy. In the Eastern Development Region transfer to terai districts from hill districts was most sought after. In other cases, local interest to retain or appoint "own" people and prevent teachers from outside to join a particular school was apparent.

2.5 Recruitment (as teachers) of Women and People Belonging to Disadvantaged Groups

The government policy to recruit at least one female teacher in primary schools has not materialized yet. There were 10,900 schools without female teachers in 2001. Only 25.3 (Refer to Annex II for further developments) percent of primary school teachers consisted of women in 2001. This holds true also about the people belonging to disadvantaged groups.

Although the government policy about the recruitment of female teachers in primary schools is favourable, it is not reflected in Education Act or Rules. Apparently, the only favourable legal provision is with regard to transfer of teachers. Rule 99, sub-Rule 2 of the Education Rule 2002 states that in general no women or physically disabled teachers will be transferred to difficult or remote areas.

The other regulatory provision favouring women and disabled is with regard to teaching license and teacher candidacy. Education Rule 2002 has a provision allowing women and disabled to secure teaching license or to appear in the examination for teaching position without training for the first two years from the date of publication of that Rule.

An analysis of the number of female teachers in the 56 schools in this study revealed that 60 percent of the teachers were male and 40 percent were female (See Table 2.20). Distribution of the female teachers by ecological regions showed that the highest percent of female teachers were working in the hill districts with about the same percentage in the mountain and terai districts. The

number of dalit teachers or those from disadvantaged groups in all the regions was very small

Table 2.20
Number of Teachers by Eco Regions and Gender

Eco Regions	No. of Teachers		
	Male	Female	Total
Mountain	32(64)*	18(36)	50
Hill	229(55)	191(45)	420
Terai	307(65)	165(35)	472
Total	568(60)	374(40)	942

* The number in parenthesis indicates percentage.

A question was asked to the district level respondents as to whether the current recruitment process favours recruitment of women and people of disadvantaged groups as teachers. As is indicated by Table 2.21 there was a mixed feeling about it. Except for the RPs and school supervisors, majority of the teachers, headteachers, SMC Members, Teacher Union authorities and DEOs stated that the recruitment process favoured women and disadvantaged population. Many of those who said the process did not favour the groups concerned were of the opinion that it is not practical. For example, women are first recruited for particular schools away from home only to be transferred later near their homes. This deprives the school of teachers for which the women candidates were appointed.

Table 2.21
Favourability of the Current Recruitment Process

Type of Respondents	No. of Respondents		
	Yes	No	Total
Teachers	139	60	199
Headteachers	40	19	59
SMC Members	30	15	45
Teacher Union Authorities	13	8	21
Resource Persons	5	11	16
School Supervisors	7	8	15
District Education Officers	7	5	12

The respondents were asked also to give their opinion as to whether it is appropriate to set aside teachers' quota for women and people of disadvantaged groups. Majority of the respondents in all categories were in favour of quota system (See Table 2.22). However, some of those in favour also were cautious in stating that quota should serve only as a temporary measure to bring those out of teaching profession to mainstream teaching. In view of maintaining quality education ultimately, only qualified individuals should be employed. Some of those not favouring a quota system were emphatic in pointing out that no favour

should be spared at the cost of quality. They added that not all individuals employed under quota system would be able to face the class and teach effectively.

Table 2.22
Provision for Teachers' Quota for Women and People of Disadvantaged Groups

Type of Respondents	Should There be Quota?		
	Yes	No	Total
Teachers	213	44	257
Headteachers	47	18	65
SMC Members	46	15	61
Teacher Union Authorities	11	5	16
District Education Officers	11	3	14

In response to a question as to whether female teachers pay more attention to the education of their students than male teachers, 43 of the 69 headteachers said "yes" while 20 said "no". Except for one private school headteacher, all the remaining 13 said that female teachers are more attentive. Some of those who said female teachers pay more attention qualified their response by saying that it is true at the lower grades but when it comes to higher grades men are equally effective.

2.6 Teacher Evaluation

In the opinion of the teachers themselves they were being evaluated by headteachers, SMC Members, parents/ guardians, Resource Persons and school supervisors. The largest number of teachers said they were being evaluated by headteachers and the most common method employed was observation of classroom teaching (Table 2.23). It is interesting to note that the teachers did not mention regularity of teachers and student achievement as the other tools used by their performance. SMC Members and parents were reported to have used teacher regularity and teacher behaviour in general as the measurement tools for teacher evaluation. Parents / guardians were identified as the only groups of evaluators which did not observe classroom teaching.

Asked as to whether their evaluation was fair, 157 or 59 percent of the teachers replied in the affirmative and 39 percent said they were not satisfied with the way they were being evaluated. Two percent of the respondents gave no response. With regard to the reasons for their dissatisfaction, as many as 53 teachers said that they have neither received any feedback on their evaluation nor have they experienced concrete results of the evaluation. The evaluation was just for the sake of evaluation without any effect on them personally. Some of the respondents (16) were critical of the very evaluative process. They felt their performance is not evaluated objectively. Often nepotism and favouritism influence the evaluation process.

Table 2.23
Teachers' Perception of Their Evaluation

Mode of Evaluation	No. of Teachers Identifying Their Evaluators				
	Head-teacher	SMC Members	Parents/ Guardians	Resource Persons	School supervisors
Observation of classroom teaching	153	79	-	121	104
Personal interaction	33	9	28	13	-
Feedback from students	5	11	28	12	4
Observation of performance	-	9	-	-	-
Regularity	-	14	7	-	-
Observation of behaviour	-	18	32	-	-
Feedback from headteachers, SMC Members and RPs	-	-	-	-	9
Student achievement	-	-	29	-	-
Micro teaching	-	-	-	5	10

In response to a question relating to student participation in their evaluation, 83 per cent of the 254 teachers thought it is all right if students also evaluated them. Some of them, however, emphasized that only "serious" students should do the evaluation. They were afraid that some of the students would distort the very purpose of evaluation. The remaining 17 per cent of the teachers were against the inclusion of their students among the evaluators of teacher performance.

The teachers were specifically asked as to whether the headteachers discussed with them about the evaluation of their work. The response received from 74 per cent of the teachers was positive. The remaining respondents said they are not consulted in any way.

The headteachers were also asked as to who evaluates their teachers and how. In both the community and private schools the headteachers were reported to be the principal evaluators. According to the community school headteachers, School Management Committee Members, Resource Persons and School Supervisors also took part in evaluating performance of their schoolteachers.

As for the methods they adopted in evaluating their teachers, an overwhelming majority of the headteachers mentioned observation of classroom teaching. As is indicated by Table 2.24, other methods of evaluation included regularity and punctuality of teachers, regular monitoring and supervision, student achievement and feedback from students. No significant difference was apparent in the method

of teacher evaluation employed community school headteachers and those in private schools.

Table 2.24
Mode of Evaluation by Headteachers

Mode of Evaluation	No. of Headteaches
Observation of classroom teaching	47*
Regularity and punctuality	13
Regular monitoring and supervision	12
Student achievement	11
Feedback from students	10
How disciplined they are	5
Participation in discussion and interactions	4

*Some of the respondents gave some multiple answers.

The School Management Committee Members said they employ a host of methods to evaluate the effectiveness of their teachers. Majority of the respondents said that they base their evaluation on their keen observation of activities of their teachers over a period of time. As shown in Table 2.25 other criteria include how students score in examinations and how regular the teachers are in coming to school and taking classes.

Table 2.25
Mode of Evaluation by SMC Members

Mode of Evaluation	No. of SMC Members
General observation	35*
Student achievement	19
Regularity	12
Personal interaction	5

*Some of the respondents gave multiple answers

Only six of the 21 Resource Persons maintained that the schoolteachers were fairly evaluated of their performance. Majority of the RPs were emphatic in saying that the teachers' contribution are not adequately recognized. They added that there is a need for systematizing teacher evaluation making it more scientific. They pointed out that for lack of fair evaluation many teachers are unhappy.

It is interesting to note that more supervisors than RPs felt teachers were fairly evaluated. A half of the 26 supervisors were of the opinion that teachers performances are duly recognized. The other half however, felt teachers are not objectively evaluated.

The District Education Officers also seem to be divided about fairness of teacher evaluation. While eight of the DEOs felt that the teachers were adequately

evaluated the rest felt that teacher evaluation was not satisfactory for such reasons as inability on the part of continuity of some effective methods of evaluation.

The REDs informed that headmasters, SMCs, RCs, DEOs and REDs are involved in the evaluation of teachers in one way or the other. The headmasters are required to fill in teacher performance evaluation form for each of their teachers every year. The DEOs, school supervisors and RPs observe classroom teaching and offer their suggestions. The SMC members observe teacher regularity. They at times caution the teachers to be more regular. The Regional Education Director is responsible for filling in work performance evaluation form for high school headmasters. The existing monitoring and evaluation mechanism did not seem to have significant effect on educational quality, however.

2.7 Teacher Capacity Enhancement

Two major ways of enhancing teacher capacity are completion of academic programmes and exposure to training programmes of varying durations. Examples of academic programmes include SLC, 10+2, Proficiency Certificate, Bachelor's degree and Master's degree. Individuals completing their studies with education as major field of studies in these programmes are considered as full trained. As is indicated by Table 2.26 most of the community school teachers have received long term or short term training while a little over half of the private school teachers have described themselves as trained. There was no significance difference in the percentage of trained male and female teachers. Eighty three percent of the female teachers had received some kind of training as compared to 80 percent of male teachers.

Table 2.26
Training of Teachers by Type of School and Gender

Status of Training	By School Type		By Gender		Total
	Community	Private	Male	Female	
Trained	195(87)*	20(53)	138(64)	77(36)	215
Untrained	29(13)	18(47)	31(66)	16(34)	47
Total	224	38	169	93	262

* The number in parenthesis indicates percentage.

The teachers had the opportunity to receive training from various agencies. The 10 months training for primary school teachers broken into four parts of 2.5 months each was imparted by Distance Education Centre through radio. The same training was being imparted by National Centre for Educational Development through its nine Primary Teacher Training Centres in various parts of the country. Nearly a half of the trained primary school teachers reported to have taken this training. The month long training offered by 25 Secondary Education Development Units in various parts of the country was a common form of training undertaken by the lower secondary and secondary school teachers who

participated in this survey. In addition to these regular training programmes, the teachers had participated in short-term training and workshops organized by government agencies and NGOs. The trainees were exposed to such topics as teaching method, population and environmental education, non-formal education and multi-grade teaching.

In order to enhance the teacher's capacity to teach more effectively, it is also important to try to do away with the existing practices that the teachers do not like and promote the practices that they like. It is clear from Table 2.27 that a large number of teachers feel that the teaching profession provides the opportunity for gaining as well as imparting knowledge. The teachers expressed their desire to share their knowledge as well as their experiences not only with children but also with others including fellow teachers.

Table 2.27
Teachers' Perception about Positive Aspects of Teaching

Positive Aspects	No. of Respondents
Opportunities to share knowledge and experiences	49
Opportunity to impart knowledge to children	48
Opportunity to learn more	46
A feeling of social service	41
Self satisfaction	27
Opportunity to produce able citizens	27
Association with children	16
Corruption free occupation	9
Total	263

Not all teachers were satisfied with their job. The single largest number of teachers felt that teaching was a low paid job entailing hard work with little respect for the profession (Table 2.28). Many were annoyed by what they felt as unwarranted complaints against them. They were annoyed also by lack of concern among parents for the education of their children. Some teachers expressed their frustrations in not being able to produce good citizens.

Table 2.28
Teachers' Perception about Negative Aspects of Teaching

Negative Aspects	No. of Respondents
Low paid job, hard work and little respect for the profession	49
Unwarranted complaints against the teachers	27
Lack of concern about their children on the part of parents	18
Political interference	17
Lack of recognition and performance evaluation	14
Frequent change in educational policies	13
A sense of failure to produce able citizens	12
Lack of promotion and problem with transfer	9
Salary not provided every month	8
Job inflexibility	8
Intellectual exploitation	7
Total	182

Asked for their suggestions towards enhancing teacher capacity, the single largest number of teachers felt the need for various training programmes designed to impart knowledge and skill to make them more competent in their jobs. As is shown in Table 2.29, the second largest group of teachers wanted to see their salaries and benefits increased at par with those of civil servants. The other major suggestions included launching of programmes to enhance the image of the teaching profession, keeping education and the educators away from politics, establishing a mechanism for fair evaluation, promotion and reward and punishment system.

Table 2.29
Teachers' Suggestions for Enhancing Teaching Capacity

Suggested Measures for Enhancing Teacher Capacity	No. of Respondents
Provide training	116*
Increase salaries and facilities at par with those of civil servants	77
Launch programmes to make the teaching profession more respectable	56
Keep the teachers and the teaching profession free of politics	43
Fair evaluation and reward and punishment	42
Recruit only capable teachers	22
Provide teaching materials	17
Promotion on a regular basis	12

*Some of the respondents gave multiple answers.

The crucial role of headteachers in maintaining teacher discipline and a conducive teaching learning was evident in the schools visited. A strong and dominant role on the part of headteachers in private schools was reflected in regularity of classroom teaching and student discipline. In community schools the headteachers, in general, were not very

strict as a result of which a visibly relaxed atmosphere in those schools was observed. At the time of the researchers' visit to private schools classes would be running and no teachers would be seen hanging around the playground or in the staff room. In community schools, on the other hand, students would be scattered around playgrounds and teachers would be found either sun bathing or gossiping in staff room or in the office of the headteachers.

Questions about the effectiveness of training programmes are often raised by teachers or headteachers. The headteachers were asked as to whether they had received any training on the ways of running a school. A total of 45 of the 69 respondents had been exposed to one or more training programmes on school management. As is indicated by Table 2.30, 69 percent of the community school headteachers were trained as against only 50 per cent of the private school headteachers. The theory that leadership training would mean more effective school management does not seem to hold here indicating that other factors, besides training are also responsible for it.

Table 2.30
Institutions Imparting Management Training to Headteachers

Training Institutions	Training Recipients		Total
	Community Schools	Private Schools	
Resource Centre	11	1	12
DEO	13	2	15
PTTC	2	-	2
DOE	2	-	2
RED	1	-	1
SEDU/SEDP	8	3	11
NCED	1	-	1
PABSON	-	1	1
Total	38	7	45

The duration of the training programmes offered by these agencies ranged from less than a week to nine weeks (see Table below).

Table 2.31
Duration of Headteachers' Training

Duration of Training	Participating Headteachers		Total
	Community Schools	Private Schools	
Less than a week	2	3	5
One week	8	1	9
Ten days	2	-	2
Twelve days	8	-	8
One month	13	-	13
Two months and over	3	1	4
Total	36	5	41

All of the headteachers asserted that the training they received was useful in bringing changes in their own schools. Not all could be specific, however, when asked to explain what changes they had been able to materialize. The largest number of those specifying the changes they were able to bring about said it was in the area of making teaching in their schools more effective. Others said that the training was helpful for day-to-day administration, community mobilization and preparation of the School Improvement Plan.

As informed by the headteachers there are three different methods employed for enhancement of teacher capacity that stand out distinctly. Of these three methods also training is mentioned by far the largest number of respondents (Table 2.32). Both the community and private school headteachers placed a great deal of importance on personal interaction as a way of improving teacher effectiveness.

Table 2.32
Headteachers' Efforts towards Enhancement of Their Teachers' Capacity

Ways of Teacher Enhancement	Respondents		Total
	Community Schools	Private Schools	
Training	53	10	63
Interaction in school	27	9	36
Provision for educational materials	11	-	

The headteachers maintained that they have sought help from various agencies specifically for strengthening teacher capacity. The most frequently mentioned training centre providing help was Resource Centre followed by DEO, SEDU and PTTC (see Table 2.33). Except for PTTC and DOE some private school teachers also benefited from the training provided by various agencies. A smaller number of teachers received training also from such agencies as NGOs, RED, DDC, Drinking Water Office and Public Health Office.

Table 2.33
Institutions Helping to Enhance Teacher Capacity

Institution Providing Training	No. of Respondents		Total
	Community Schools	Private Schools	
Resource Centres	20	2	22
District Education Office	18	3	21
Secondary Education Development Unit	8	3	11
Primary Teacher Training Centre	10	-	10
Department of Education	5	-	5
PABSON	-	2	2

Asked for their additional comments and suggestions towards enhancing their teachers' capacity, the headteachers volunteered a number of suggestions. They included training for all teachers, limited number of students in a classroom, monitoring and follow-up of the training imparted, provision for substitute teachers when teachers undergo training and ensuring that the teachers make use of what they have learned in their training.

In the opinion of 26 SMC Members DEO (including RC) is the most important agency helping towards teacher capacity enhancement. Other agencies providing such help included PTTC, PABSON, RED, World Education and Himalayan Trust. The Committee Members themselves said to have made an effort to enable teachers to teach more effectively by recommending undergoing training, by arranging for promotion and other forms of rewards and through personal interaction with the teachers.

The Resource Persons said that they have been effortful in enhancing teacher capacity through various ways within their RCs. A total of 10 RPs said training is used to enhance both theoretical knowledge and practical skill of the teachers. Five of the RPs said personal interaction and sharing of ideas with the teachers have made significant contribution in increasing effectiveness of the teachers. The other five RPs said they hold meetings and interact with headteachers and SMC Members to identify the need for and ways of teacher capacity enhancement.

The responses of the supervisors with regards to the efforts made towards teacher capacity enhancement were very similar to those of the RPs. Like the RPs they said training and interaction with teachers were the most common methodology employed. Meetings and interaction with the headteachers and SMC members were the other measures adopted.

In the opinion of the District Education Officers also training was the single largest instrument employed in enhancing teacher capacity. As many as 13 of the 15 DEOs interviewed mentioned of this mechanism. Fewer number of DEOs mentioned of such other ways of strengthening teacher capability as awareness raising programmes on certain issues, interaction and meetings, display of educational materials, documentation in RC, coordination and study tour.

Asked about their experience on the efforts made towards enhancing teacher capacity, the Regional Education Directors mentioned about various training programmes organized by RCs, PTTCs, SEDU and Distance Education Centre. They added that they are engaged at times in monitoring of these programmes. The Directorates have no specific role to play with regards to training but they are occasionally involved in supervision and follow-up of the training programmes.

2.8 Capacity Enhancement of Teacher Unions

The district level teacher union authorities asserted that they were concerned about enhancing teacher capacity so that the students are able to receive quality education. As is indicated by Table 2.34, the unions have considered training and interaction programmes as the most effective means of capacity building. It is interesting to note that some of the union officials felt it important for teachers also to be exposed to leadership development training.

Table 2.34
Teacher Unions' Efforts on Teacher Capacity Enhancement

Efforts Made	No. of District Level Teacher Union Authorities
Training on a particular subject matter	9
Meeting / interaction with teachers	9
Leadership training	4

During a discussion with the central level teachers' union authorities it was informed that the unions have been organizing subject matter training as well as leadership training. These authorities emphasized the need for intensive training for all teachers and refresher training on a regular basis.

Though the central and district level teacher unions were genuinely interested in developing professional competency of their members, their capacity both in terms of physical facilities and trained manpower was found to be rather weak and scattered. It is encouraging to note that an umbrella organization, Teachers Union of Nepal, was recently formed bringing the various teacher unions in the country under that umbrella. This organization is in good position to work as a coordinating body for any professional development endeavour for teachers.

During the field visits a number of teachers were found active in serving as resource persons in training programmes organized by SEDU, PTTC and PABSON. PABSON is another organization serving the interest of private school teachers. It also conducts central and district level training programmes towards enhancing professional competency of its teacher. At the time of field survey no coordination was evident between PABSON and the government training centres.

Capacity of teacher unions can be enhanced in many ways. Since SEDU, PTTC, private teacher training centres and teacher training colleges of various universities have programmes designed to enhance teacher competency, it is not necessary to equip teacher unions with yet new sets of training facilities. However, the unions can be closely involved in planning and implementation of the training programmes. This will in turn help to make the training programmes more effective as feedback on the impact of training will be possible on a regular basis.

In order to enable the union members to have more interactions among themselves on issue of mutual interest it is important to provide financial as well as technical assistance. Involvement of the representatives of the unions in decision-making processes that have direct bearing on teachers fosters understanding between responsible government authorities and the unions.

As private schools are making important contributions in providing quality education to large number of children across the country, extending support and cooperation to organizations like PABSON and NPABSON which represent the interest of private schools will further assist in achieving educational excellence. One way of providing such support is to make participation of a larger number of private school teachers in training programmes run by such government training agencies as SEDU and PTTC. A more frequent and intensive interactions among the teachers of community and private schools can be expected to narrow down the gap in student achievement between these schools.

2.9 Existing Linkage between the Different Systems

Teacher management is influenced by a host of formal and non-formal agencies in and outside the government system. The varying interests of these agencies at times complement the objectives of teacher management. At other times due to conflict of interests the noble purpose of teacher management experiences a set back. In order to minimize the possible set backs, linkages between related agencies are crucial. The existing linkage between the different system warrants in depth analysis so as to strengthen the teacher management practices.

At the central level, the Ministry of Education and the Department of Education through their divisions, units and training centres play a role in teacher record keeping, resolving issues and problems and in providing training. The researchers observed some linkage among these agencies but felt a need for a more frequent and intensive consultations through exchange of information and face-to-face meetings. The Teacher Service Commission was found to be working under severe constraints of physical facilities and manpower. It could have functioned more effectively with closer linkage with the Ministry of Education, Department of Education and Public Service Commission.

Likewise, the Teachers Records Office could have benefited from a linkage with Civil Service Record Keeping Office. In the same manner, the National Centre for Educational Development could learn valuable lessons from experiences of Nepal Administrative Staff College and other training centres located in the Kathmandu Valley and in other parts of the country.

The five Regional Education Directorates play minor role in teacher management with District Education Office and its Resource Centres being the most responsible agencies to handle teacher related matters. The linkage between REDs and DEO is

more limited to organizational chart than being functional as DEOs have direct linkage with the Department of Education in day-to-day business.

At the lowest level of school administration, it is the SMCs and RCs that link up with each other. However, SMCs were found to be direct in touch with DEO making that office extremely busy.

On a more informal scene at the local level there are teacher unions, private school organizations, private and university line agencies, a better linkage with which could improve the current practice of teacher management.

At the time of this study the teacher management role of District Education Committee, District Education Committee and Village Development Committees could not be explored, as they were not fully functional. However, the linkage with and between these agencies cannot be underestimated.

Finally, in every district a number of NGOs and CBOs are at work, many of which have the interest and involvement with teacher management. A closer relationship with these agencies could benefit the current players in teacher management.

III MAJOR FINDINGS

3.1 The Process

Over the past 50 years Nepal underwent a host of educational experiments all of which dealt with teacher management in one way or the other. It is only recently, however, teacher management issues drew more attention of the educational policy makers, planners and administrators alike. This was necessitated as a result of the growing number of teaching personnel to the extent that the school level teachers numbered much higher than the total number of civil service personnel in the country.

The Ministry of Education and Sports with support from Educational Support Advisory Team decided to carry out a comprehensive study on Teacher Management status. The study had essentially four pillars consisting of overall teacher management practices; analyses of institutions responsible for teacher licensing, recruitment, training and record keeping; involvement of teachers in school management and Parents Teachers Association Best Practices; and value of and demand for teaching profession. Based on the findings of the study separate reports are prepared on the four pillars. This particular report is on teacher management practices.

The objective of the study on teacher management practices was to explore such teacher related issues as existing rules and regulations, recruitment, condition of service and facilities provided, teacher turnover, deployment, evaluation and capacity enhancement. The study started with a review of related literature in various aspects of teacher management. In addition to interviewing central level authorities, field survey in 15 districts representing mountain, hill and terai was carried out. Through a host of study instruments including observation forms, interview schedules and questionnaires, data and response from teachers, headteachers, SMC Members, district level and regional level educational authorities and other concerned individuals were collected. Major findings of this study are summarized in the paragraphs below.

3.2 Recruitment

1. Majority of the postsecondary level students considered the school level teaching profession respectable. In their opinion teaching provides a great deal of flexibility and freedom with employment near home.
2. The number of vacant teaching positions or the demand for teachers is much smaller than the individuals willing to serve as teachers or the supply of teachers.
3. Over 70 percent of the permanent teachers felt a need for improvement in the recruitment process. Their suggestions towards this direction included more frequent and regular advertisement, adequate consideration of the teacher candidates' qualification, training, skill and experience and development of Teacher Service Commission as a strong constitutional body.
4. Academic qualifications of the teachers employed by private schools was generally higher than those of community schools. None of the private school teachers were

holding less than Proficiency Certificate even to teach at the primary level whereas there were 58 (26%) SLC holders in community schools. The private school headteachers, however, emphasized on overall quality of a teacher in recruiting a person for teaching position but not just an academic certificate.

5. The Resource Persons, school supervisors and the District Education Officers were found critical of the ways teachers were recruited by School Management Committees to fill in the teachers' positions temporarily. They were of the opinion that their recruitment process of some SMCs is influenced by nepotism, favouritism and political pressure.

3.3 Condition of Service and Facilities Provided

1. Salaries paid by most private schools to their teachers were either the same or less than those of community school teachers. However, more private schools than community schools had the provision for overtime payment.
2. Unlike in private schools none of the community schools made any deduction from their teachers' salaries for the classes missed. As a matter of fact, the records made available to the researchers showed no excess approved leave taken by the community school teachers than they were entitled to.
3. The number of periods taught per week by a teacher in private schools ranged from 26-35. In community schools the range was between 6 and 40. Over 70 percent of the teachers were responsible for teaching 25-36 periods a week in the community and private schools combined.
4. The number of students in a classroom in private schools ranged from 12-45 compared to much wider range of 6-125 in community schools. Classroom size in community schools in the mountain schools was generally smaller than in the terai districts.
5. Very few NGOs and other agencies were found to have been supporting teachers in community schools in the areas covered by this survey. The salary and benefits provided by these agencies were less than government scale in community schools.

3.4 Deployment of Teachers

1. Community schoolteachers, specially in the terai schools, were reported to be too pressed to handle the excessive number of students in school as the government funded teachers were limited. Judging from the classroom instruction routine and periods allocated to them, all teachers seemed to be busy teaching five and half days a week.
2. Usually on the second half of every Friday nearly all of the community school teachers and a substantial number of private school teachers were found to have been involved in extracurricular activities of their students. Other activities of these teachers related to sharing of their experiences and interactions with fellow teachers, participation in meetings/ training / seminars and providing assistance in student admission, preparation of annual plan of operation and record keeping and filling-up of forms.
3. A significant number of Resource Persons and school supervisors said that the teachers have supported the work of SMC Members in addition to participation in overall management of their schools.

4. The nature and extent of involvement of teachers in administrative matters much depended on the headteachers. The general perception was that teachers are to teach and the headteachers and SMC Members are to take care of school administration.
5. Based on the data on the schools included in this study the student teacher ratios in the mountain, hill and the terai districts were 25, 29 and 40 respectively. This is to indicate that the shortage of teachers in many schools may be a management problem.
6. In community schools classes were found to have been suspended for the purpose of grading internal assessment papers, attending training programmes, meetings or receiving guests in school. The culture of managing regular classes at the same time taking care of other business is yet to be developed. Private schools, on the other hand, managed additional work without disturbing regular classroom instruction.
7. Teachers' absence for participation in long-term training programmes was reported to be a major reason for irregularity of classroom instruction. In the extreme case, schools were closed altogether due to absence of more than one teacher at a time for training purpose.

3.5 Teacher Turnover

1. Very few individuals left teaching before retirement age. Those who left still had high regard for the teaching profession. The reasons for leaving school level teaching included frustration with service condition and facilities provided, attraction to more financially lucrative jobs and poor health.
2. The turnover rate in private schools was much higher than in community schools. Of the 37(25%) private school teachers responding to a question on teaching experience, only one worked for more than 10 years.
3. Teacher turnover in community school is not considered as a major problem by headteachers, SMC Members, DEO personnel or teacher union authorities.
4. Over the past seven years only a few community school teachers transferred from one school to the others. The major reasons for transfers or deputations were political pressure and insurgency.
5. Some female teachers were transferred near their homes. Others were to meet shortage of teachers in certain subjects.

3.6 Recruitment of Women and People Belonging to Disadvantaged Groups

1. The government policy to have at least one female teacher in primary school (Refer to Annex II for further developments) has not materialized yet. There are no sufficient regulatory provisions to materialize this policy. A few such favourable Rules or Sub-Rules includes job location as convenient for women and physically disabled teachers. Also female teachers and physically disabled candidates are waived of training requirements towards securing a teaching license and appearances in the examination for teaching positions for two years from the date of enforcement of the concerned Rule.
2. Only a small number of individuals from disadvantaged groups were employed as teachers. Of the 942 teachers in the schools included in this study, 40 percent were female. The national figure for female teachers in 2001 was 20.9 percent.
3. Majority of the school-teachers, headteachers, SMC Members, Teacher Union Authorities and District Education Officers were of the opinion that the current teacher

selection process favours recruitment of women and people of disadvantaged groups as teachers.

4. Majority of the respondents were in favour of setting aside teachers' quota for women and people of disadvantaged groups. Many of those not in favour of quota system argued that educational quality may deteriorate in the event of permitting less qualified persons in the teaching profession.

3.7 Teacher Evaluation

1. The teachers were being informally evaluated by SMC Members, parents/guardians, Resource Persons and school supervisors apart from headteachers who are mandated to evaluate their teachers.
2. The most common modes of evaluation were observation of classroom teaching, personal interaction and feedback from students.
3. SMC Members based their teacher evaluation on regularity of teachers and feedback from parents/ guardians. Parents/ guardians based their teacher evaluation on student achievement. For school supervisors feedback from headteachers, SMC Members and RPs and microteaching were the bases for evaluation of schoolteachers.
4. Thirty-nine percent of the teachers expressed their dissatisfaction with the evaluation process. They felt that their evaluation was often influenced by nepotism and favouritism.
5. More school supervisors than RPs felt that the teachers were fairly evaluated. However, only a half of the supervisors and 29 percent of the RPs felt the teachers were evaluated objectively.
6. Most teachers took the idea of evaluation of their performance by their students positively.

3.8 Teachers' Capacity Enhancement

1. As high as 87 percent of the community schoolteachers had received some kind of training compared to only 53 percent of the private school teachers receiving such training.
2. The agencies which imparted teacher training to teachers and management training to headteachers included Resource Centre, DEO, PTTC, DEC, DOE, SEDU, NCED and PABSON.
3. In the opinion of the teachers the positive aspects of teaching included opportunities to share knowledge and experiences, opportunity to impart knowledge to children and opportunity to learn more. This is to indicate that the teachers are willing to learn more and will welcome the opportunity to do more of what they like.
4. The negative aspects of teaching as pointed out by the teachers included low pay, hard work and little respect for the profession. Parents' lack of concern about the education of their children, political interference and lack of recognition of contributions made were the other negative aspects as perceived by the schoolteachers.
5. Giving their suggestions towards enhancement of teacher capacity, the single largest number of teachers pointed out to the need for training. The other suggested measures included an increase in salaries and facilities, programmes to make teaching profession

more respectable, keeping the teachers and the teaching profession free of politics and recruitment of only capable teachers.

6. According to the headteachers training, interaction in school and provision for educational materials were the areas of their concentration towards enhancing teacher capacity.
7. The teacher union authorities informed that they have tried to enhance teacher capacity through subject matter training, leadership training and meetings and interactions with teachers. However, teacher unions were not equipped well both in physical facilities and technical capacity to play a meaningful role in the professional development of their teacher members.
8. The linkage between different systems and subsystems at the central and district levels with regard to various aspects of teacher management was found to be weak.

IV CONCLUSIONS AND RECOMMENDATIONS

A Sanskrit sentence which reads as "Guru devo bhawa", literally means a teacher is a god or respect your teacher as you respect god. A teacher is considered as god because it is the teacher who guides his pupils towards gaining knowledge and preparing for a meaningful and prosperous life. In the modern age it may not be appropriate to call a teacher "god" but the delivery expected of a teacher in ancient time still holds true. Quality school education does not necessarily mean good physical facilities, well dressed students and the like but the ability of teachers to impart knowledge and bring positive change in their pupils' behaviour. The ability of teachers to realize these goals partially depends on the nature of teacher management practices. This chapter draws conclusions and suggests measures for improvement based on the study on teacher management practices.

4.3 Conclusions

4.3.1 Recruitment

Teaching as a profession was highly regarded both by the prospective teachers and those already in this profession. However, a sizeable number of community school teachers took teaching as an easy occupation having a great deal of flexibility. This group of teachers may be the ones that is more inclined towards politics who abstain from school quite frequently. This may also be the reason why some teachers suggested recruitment of only competent individuals as teachers. Teaching is a demanding job requiring a great deal of patience, a general liking for children and commitment of time to ensure that children learn what is intended to teach. It is not right to take teaching position just as an easy and convenient job.

Although community schoolteachers were found to have adhered to with the requirement of a license for teaching, albeit it was only to meet formalities, most of the private school teachers did not bother to obtain a license. The District Education Office or other educational authorities were not monitoring about the compliance of rules relating to teacher licensing. One is forced to wonder as to whether licensing will be yet another regulation in paper which goes without implementation.

The impression that many teachers hold with regard to selection and recruitment of teachers is that qualification, training, skill and experience of teachers do not receive due attention. While most of the teachers candidates and incumbent teachers said the existing system of permanent teacher selection by Teacher Service Commission was satisfactory provided impartiality is maintained, a few teachers wanted to see this responsibility entrusted to SMC. Some of the SMC Members complained that DEO interfered while they recruited temporary teachers. The RPs, school supervisors and the District Education Office, on the other hand, were critical of SMC in the way recruitment was handled. They charged that this process was influenced by political pressure, nepotism and favouritism. All these indicate that there is a felt need about a transparent recruitment system resulting

in the selection of individuals as teachers strictly based on their educational qualification, training, skill and experience.

4.3.2 Condition of Service in Community and Private Schools

On the whole, teacher remunerations and other facilities provided were better in community schools than in private schools. Moreover, judging from the much higher turnover rate in private schools than in community schools, job security in the latter also seems to be high.

In many community schools teachers were overloaded with too many periods per week to teach and too many students in a class making it very difficult to impart quality education. Private school teachers taught relatively fewer periods per week with manageable size of student population in their classroom though they taught more regularly.

Apparently, the secret of parents attraction to private schools is the discipline maintained of students as well as teachers by strict leadership of their headteachers. Such discipline was not evident among the teachers in community schools funded with resources generated by the schools themselves.

4.3.3 Deployment of Teachers

There appeared to be an uneven distribution of teachers in community schools. While the teacher student ratio in the mountain, hill and terai districts was below the national norm, many schools, specially in the hill and terai districts had far larger number of students than national norm in their classrooms. Teachers both in community and private schools were too preoccupied with classroom teaching leaving little or no time for other educational or administrative activities. Although the teachers in many community schools were engaged in such administrative tasks as student admission, preparation of annual plan of operation, record keeping and filling-up of forms, there was no clear policy about the expected role of teachers in such activities. Teachers in all types of schools were partially deployed in extracurricular activities of their students and participation in meetings, workshops, training and seminars.

Teacher deployment in non-teaching activities in community schools have often resulted in disturbances in classroom teaching.

4.3.4 Teacher Turnover

There could be several reasons for low turnover of teachers in community schools. According to the responses received from some teachers teaching was a pleasant job with an element of social service. For others it was an easy and convenient job. For still others there were no alternatives to teaching as they could not obtain a job in other fields. This last category of teachers are potential school leavers should better opportunities arise.

While it is encouraging to note that teachers' turnover is low, the issue of attracting and retaining more competent individuals to teaching profession warrants further thoughts.

4.3.5 Recruitment of Women and People Belonging to Disadvantaged Groups

While some of the government policies like at least one female teacher in community primary school (Refer to Annex II for further developments) and waiver of training requirement of women and disabled to obtain a teaching license and compete for teaching positions, favour recruitment of women and disabled, these policies are not backed by sufficient legal provisions.

While a sizeable number of respondents were found to be in favour of a quota system as a measure for recruitment of more women and people of disadvantaged groups as teachers, there was also a concern that this may result in further deterioration of quality in community schools. By taking such mitigation measures as further education and training of the less qualified but promising individuals, the likely impact on educational quality may be minimized to a great extent.

4.3.6 Teacher Evaluation

Teacher Evaluation was considered by most headteachers and DEO personnel as a routine formality with little attention to motivate teachers to perform better. In the opinion of large number of teachers their evaluation yielded no positive results as it was influenced by nepotism and favouritism. Much homework is necessary before teacher evaluation realizes its objective of identifying the areas where reinforcement and improvement are needed ultimately promoting a better learning environment in schools. The findings of this survey that the SMC Members base their evaluation on teacher regularity and the parents base their evaluation of teachers on the achievement of children are significant clues towards improving school level education. The importance of feedback from students about the performance of their teachers was found to have been ignored by all concerned.

4.3.7 Teachers' Capacity Enhancement

Apparently, community school teachers had great faith on training. Most of them were exposed to some kind of training though not full trained. They wanted more training towards enhancing their capacity. The headteachers DEO personnel and the teacher union authorities were in agreement with the teachers. In view of the fact that all parties are convinced with the importance of training as a means for enhancing teacher capacity, it is high time to review the relevance and impact of training programmes in relation to performance expected of the teachers. During the course of this study the matter that some teachers have taken part in any training programmes regardless of their utility to what they were teaching. In situations like that the loss to students because of missing classes due to their teachers' absence may outweigh the gains made by the teachers from training.

4.4 **Recommendations** (Refer to Annex II for measures recommended for immediate action)

4.4.1 Recruitment

- A more stringent recruitment procedure before the appointment of schoolteachers should be developed and strictly adhered to. Such a procedure should ensure that individuals who have the aptitude for teaching, are fond of children and can commit full time to school are appointed as teachers.
- Once recruited, teachers should be managed by headteachers with strong leadership qualities and a transparent reward and punishment system. The headteachers should have strong backing from SMC.
- In order to attract competent individuals to teaching positions and keep the in-service teachers motivated in their jobs, frequent and regular advertisement of required permanent positions is necessary.
- A transparent teacher recruitment system should be instated so as to convince the stakeholders that selection is based on an individual's academic qualification, training, skill and experience and there is no room to suspect of any partiality.
- The provisions mentioned in educational rules and regulations should be implemented. A review of these rules and regulations should be conducted to see if clarifications, elaborations and modifications are needed.

4.4.2 Condition of Service in Community and Private Schools

- The myth that private schools perform much better than community schools needs to be explored further to identify the nature and extent of factors responsible for attracting parents to enroll their children in private schools. The results of this survey showed that the facilities and condition of service between the community and private schools are not substantially different. What was obviously different was the leadership role of the headteachers between those schools.

4.4.3 Deployment of Teachers

- Deployment of teachers in non-teaching activities should not be at the cost of classroom instruction. Such activities should be either carried out out of classroom instruction time or arrange for substitute teachers.
- To the extent feasible, headteachers' and teachers' teaching load should be reduced freeing them to engage in other educational support related activities. At the same time the nature and extent of teacher involvement in such activities should be delineated.

4.4.4 Teacher Turnover

- As failure to attract and retain some of the more capable individuals to teaching positions may be partially responsible for poor educational condition of most

community schools, efforts should be made to further explore factors that attract and retain competent individuals in teaching profession.

4.4.5 Recruitment of Women and People Belonging to Disadvantaged Groups

- Policies relating to recruitment of more women as teachers should be translated into functional legal provisions.
- Policies and legal provisions should be devised to recruit people belonging to disadvantaged groups as teachers as such policies and legal provisions do not seem to exist at present.
- Should a quota system be instated to recruit more women and people belonging to disadvantaged groups as teachers, preparations should be made to ensure that only capable and competent individuals are recruited so that quality is not compromised. This may require capacity enhancement through further education and training of such individuals before they are allowed to take charge of classrooms.
- In recruiting teachers to fill in temporary positions, SMCs should give first priority to women and or people from disadvantaged groups. Compliance to this policy should be regularly monitored by DEO.

4.4.6 Teacher Evaluation

- The process and use of teacher evaluation results should be examined in depth with a view to bringing positive changes in the teaching-learning environment. **These results should be implemented to the maximum extent possible.**
- SMC Members and parents \ guardians should play greater role about teacher evaluation with the Resource Center and DEO personnel playing more of facilitators' role.
- Feedback from the students on the performance of their teachers should constitute an integral part of teacher evaluation. Teachers who score high on the feedback from students should be publicly rewarded so that the teachers are motivated to perform better.

4.4.7 Teachers' Capacity Enhancement

- While training is recognised as an indisputable means of enhancing teacher capacity, care should be taken to ensure that teachers take part only in those training programmes which have direct bearing with their jobs.
- Training should be provided when classes are not in session so that the students do not miss classroom instruction when their teachers undergo training. When the training venue is the school itself or nearby resource center, training should be conducted before or after class session enabling the teachers to attend both the training programmes and the classes. Alternatively, hours for the class session and the training should be rearranged in such a way that students do not miss their classroom instruction and teachers also are able to attend to the training programmes. In unavoidable circumstances, arrangements should be made for substitute teachers.

- Teachers should be provided with more opportunity to share their experiences with fellow teachers, SMC Members, parents / guardians and the communities at large.
- Teachers should be encouraged to spend more time with their students in co-curricular activities using community resources as practical laboratories.
- Training programmes organized by government training centers should accommodate private school teachers as well.
- Relevance and effectiveness of many of the teacher training programmes currently in practice should be evaluated.
- The teacher unions' efforts to enhance professional competency of their member teachers should be supported by involving the unions in the government's teacher capacity development programmes and by providing material and technical support.
- A closer linkage should be established between the different systems and sub-systems at work at the central, regional, district and local levels.
- As a means for establishing closer linkage between the different systems more information related to teacher management should be generated and electronically stored for timely dissemination.

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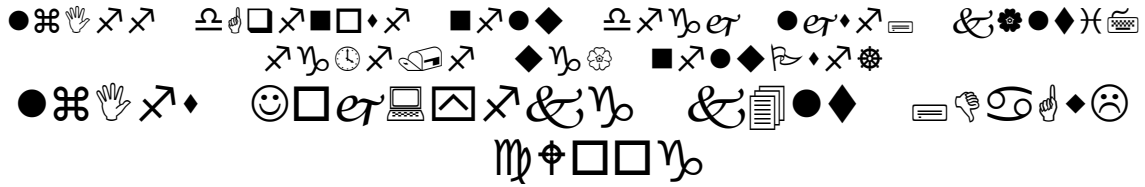
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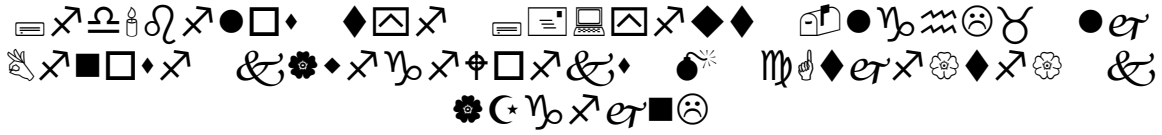


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^)= lzlfsc; lj Bfno 5fB'jf ; ?jf xg\$sf sf/0fx; s]xg\<
^!= tkf0\$&f]cgej df lj Bfnoaf6 ; ?jfaf6 ; ?jf e0{ghfg]jf g5f8g]kl/l:ylt s; /L
; hgf ug{; l\$Pnf <

lzlfsc dNoflg

^@= tkf0\$&f]lj Bfnosf lzlfsc;sf]dNoflg -sfo{Dkfbg afx\$ _ s\$; /L ugXG5 <
dNoflg ug]JolSt dNoflg\$&f]tl/sf
^#= dNoflg\$&f]glthfsf]pkof\ s; /L xG5 <

lzlfsc lfdtf j[4

^\$= cfkngf lzlfsc;sf]lfdtf j[4 s; /L ugXG5 <
-s_ tflnd÷uf]7L cflbdf efu lng nufP/
-v_ lj Bfno leq}cGtlqmf / cG0 lsl; dsf lfdtf j[4sf]cj ; / k\$fg u/]
-u_ cG0 -pNny ugXf] \

^%= lzlfsc lfdtf j[4sf]; DaGwdf sg}lgsfosf]; xof\ lng]ug{ePsf]eP ltgsf]gfd
pNny ugXf] \

 ; DalGwt lgsfo pknAw ;]fsf]lj j /0f

^^= lzlfsc Joj:yfkg\$&f]; DaGwdf cfkngf yk dGtJo jf ; emj eP pNny ugXf] \

krif/fd M (



lj Bfnosf]gfd M			
lj Bfnosf]k\$&f/ M ; fdbflos - ___	lghl - ___		:yfkgf j if{M -
=			
; ~rflnt slff M- ___	lj Bfyl{; a\of M 5fq - ___		5fqf - ___

&)= lqolQm klqmf0{cem ; /n kfg{kgIcfj Zostf bVgk5 <
cfj Zostf 5 - ___ cfj Zostf 5g - ___

&! = olb cfj Zos 7fGk5 eg]tl s]xfhfg\<

&@= lzlfz lsfj vfgsf]lzlfz jØlSts lj j /of kmf/fd - ; l6 /fh_ eg{ePsf]5 < -lghl
lj Bfnosf lzlfzn]eg{gkgI
5 - ___ 5g - ___

&# = 5g eg]lsg <
-s_ kmf/fd kfk{t ePs}5g - ___
-v_ kmf/fd kfk{t ePsf]5 t/ eg{; s\$]5g - ___
-u_ kmf/fd ; Da6wdf yxf g}5g - ___

lzlfz kl/rfng MkgMkl/rfng

&\$ = tkf0h]xktfdf slt kll/o8 k9fpg' x5 < - ___ kll/o8
&% = k9fpg]sfd afx\$ tkf0hf0{lj Bfnon]c6o s]s:tf sfddf v6fpg]ul/Psf]5 < tl
sfddf xktfdf ; /b/ slt 306f ; mlg /xg' x5 <
-s_ kzf; lgs - ___ -v_ lj Bfyl{egf{f ; xofu - ___
-u_ a]sdf efu lng] - ___ -3_ ufj]7l tflnddf efu lng] - ___
-a_ jflif\$ sfof]hgf agfpg] - ___ -r_ cltI/Qmlqmf0snfk - ___
-5_ tyofI clwofj lws ugI - ___ -h_ cgej sf]cfbfg-kbfg ugI - ___
-em_ c6o -pNny ugxf] \

lzlf0f kzfkltsf]cfsif

&^ = lzlf0f kzf cufng' clw s]sfd ug{xGyof] <
&& = tkf0h]lzlf0f kzf ckgfpgsf]sf/of s]xf] <
&* = elj iodf sg kzf ckgfpg]p2]o /Vg' ePsf]5 <
&(= of]kzfdf tkf0hf0{dg kgI{s'fx; s\$]xg\<

*) = of]kzfdf tkf0hf0{dg gkgI{s'fx; s\$]xg\<
* ! = elj iodf lzlf0f kzfnf0{cem a9l cfslift agfpg s]ugknf<

lzlfz dNofIq

*@ = tkf0\$]sfdsf]dNofIq s; n]/ s; /l ugIu/\$]5 <
dNofIgstf{ tl/sf

-v_ ofljo ; aḥf0{; dfg cj ; / lbgkb5 -____
 -u_ ; fdfllhs lj eḥsf]; ḥgf xg; S5 -____
 -3_ cḡo -pNnḡy ugxf] \

*= tkf0{lsg lzlf0f kḗzdf cfslifḗ xg' eof]<
 -s_ 3/kfos ldNg ; Sg]eP/ -____
 -v_ c? cj ; /sf]cefj ePsfḥ]-____
 -u_ cḡo -pNnḡy ugxf] \

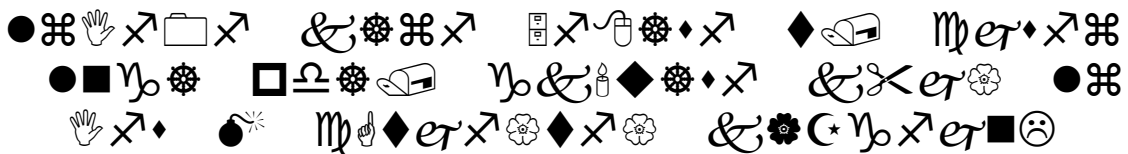
(= tkf0{sf]/ḥf0sf cfwf/df tnsf kḗzfx;nf0{klyldstf qmd cg' f/ !, @, # = u/L /Vgxf] \

-s_ lghfdlt ;]f _____
 -u_ ; :yfgx;sf];]f _____
 -3_ lzlf0f ;]f _____
 -a_ lghl lfḡ _____
 -r_ cḡt/fliḡ÷/fliḡ u}; /sf/L ;]f _____
 -5_ cḡo -pNnḡy ugxf] \

!)= cḡbfgk cḡdlt kḡf0fkqs f nflu s:tf]ofḡotfsf]JoJ :yf ug{7ls 5 <
 -s_ tx cg' f/sf]ḡḡtd zḡfs ofḡotf / tḡnd -____
 -v_ tx cg' f/sf]ḡḡtd zḡfs ofḡotf dfq -____

!!= oxfsf cḡo ; ḡmfj tyf dḡtJo eP pNnḡy ugxf] \

knf/fd M!#



gfd M	7ḡfgf M
5f8ḡf]lj Bfnosf]gfd M	k9fpg]u/ḡf]lj ifo M
k9fpg]u/ḡf s lffx; M	

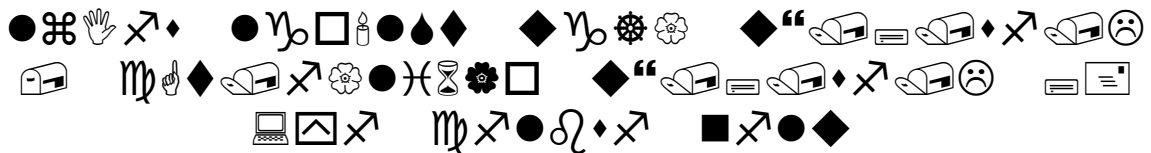
*&= xfn s]ubḡxgkḡ5 <
 **= lzlf0f kḗz 5fḡḡ' cl3 tkf0{]slt j if{k9fpg' eof]<
 *(= lzlf0f kḗz 5fḡḡsf sf/ofx; s]lyP <
 -s_ c:yfol kbdf lyP"to; ḥ]k9fpg]OR5f xbfxb}5fḡḡ' kḡof].

!)#=#olgogn]lzlf s blftf j [4 ugI; DaGwdf kxn ugIu/\$f]eP pNny ugxf] \

!)\$= cjsf; kkt lzlf sx;sf]kl; gsf]Joj :yf ; DaGwdf lzlf s lsfj vfgsf] kxfj sfl/tfaf/]olgogsf]s: tf]lj rf/ 5 <

!)%= lzlf s Joj :yfg ; DaGwdf cGo dGtJo tyf ; emfj eP pNny ugxf] \

knf/fd M@)



; :yfsf]gfd M	lhNnf M
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!)^=tkf0\$] ; :yfn]o; lhNnfd s lthgf lzlf s sf]lgolQm u/\$f]5 <

!)&= ol lzlf s sf]lgolQm sg p2]osf]nflu ul/Psf]xf]<

!)*= lzlf s lgolQmsf cfwf/x; s]xg\

!)(= lzlf s lgolQmfd dlxf tyf pk]lft j u{f0{klyldstf lbg]ug{ePsf]5 <

!!)= lzlf sx;sf] ; lj wf ; /sf/L lj Bfnosf lzlf sx;sf]eGbf slt km/s 5 <

!!!= tkf0{]lgolQm ug{ePsf]lzlf sdf hflu/ 5f\$] hfg] ; ?f xg]jf sfhdf hfg]kj [t s:tf]5 <

!!@= tkf0\$]lj rf/df of]lhNnfd lzlf of kzk|tsf]cfsif of s:tf]5 <

!!#= lzlf sx;sf nflu k/:sf/ tyf ; hfosf]Joj :yf eP s]cfwf/df To:tf]Joj :yf ul/65 <

!!\$= cjsfz kkt lzlf sx;sf nflu sxl Joj :yf eP pNny ugxf] \

!!%=lzlf sx;sf]lfdtf j [4sf]klj wfg eP pNny ugxf] \

!!^=lzlf s Joj :yfg af/df cGo dGtJo jf ; emfj eP pNny ugxf] \

Developments after Submission of First Draft and Recommendations for Priority Action

A. Information updates

During the intervening period of some five months between the submission of the report (April 2004) and final Steering Committee meeting held on 16 September 2004 in the MOES, the following information updates were brought to the consultant's attention:

- Department of Education has brought out School Level Educational Statistics for 2002 and 2003. Accordingly, the percentage of female primary school teachers in 2002 and 2003 increased to 28.6 and 29.1 respectively
- With regard to the recruitment of female teachers in primary school there should be at least one female teacher in school with four or fewer teachers and two with more than four teachers. The policy is to have at least one female teacher at the secondary level as well.

b. Recommendations for immediate action

- Permanent positions for teachers should be advertised more frequently and regularly with a transparent recruitment procedure so that competent individuals are attracted to teaching positions.
- When deploying teachers in non-teaching but school related activities, the school management should ensure that classroom instruction is not interrupted.
- Policies relating to recruitment of more women as teachers should be translated into functional legal provisions while at the same time ensuring recruitment of qualified and competent female candidates.
- Policies as well as legal provisions should be devised to recruit people belonging to disadvantaged groups.
- Feedback from students, parents / guardians, SMC members and DEO staff should be taken into consideration for evaluation of teachers. Results of

teacher evaluation should be promptly translated into reward or punishments to concerned teachers.

- Teachers should be allowed to participate only in those training programmes which have direct bearing with their subjects of instruction. In order to ensure continuation of classroom instruction while teachers undergo training, some special measures should be undertaken. Some examples may include organization of training before or after class hours, rearrangement of school sessions and engagement of substitute teachers.