A STUDY ON IDENTIFYING WAYS FOR MANAGING SCHOOL LEVEL TEACHERS IN FEDERAL SYSTEM

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A STUDY ON IDENTIFYING WAYS FOR MANAGING
SCHOOL LEVEL TEACHERS IN FEDERAL SYSTEM

Studied By: Dynamic Institute of Research and Development (P) Limited, Kathmandu
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EXECUTIVE SUMMARY

The study entitled *a study on identifying ways for managing school level teachers in federal system* aims to identify the ways of managing school level teachers in federal system. Specifically, it assess the existing legal provisions, norms, and standards for teacher management including preparation, selection, appointment, placement, transfer, professional development, promotion & departmental action in reference to their practices; along with examining the perception and collecting the views of stakeholders regarding existing teacher management provision and practices and possible ways to departure in federal structure.

Focusing particularly on teacher management under school education, the scope of the study has covered the intensive review of major related documents. However, due to the limitation of both time and resources, the study has been carried out within limited but representative sample of both the institutional and personal units, which includes the review of existing teacher management practices and the possible alternatives departing it in the federal structure as two major aspects of the study.

The study has been carried out in a mixed (Qual-Quan) design with combination of both qualitative and quantitative techniques. However, the focus of the study was in the application of qualitative research design. It has used the data from both the primary and secondary sources. A purposive sampling has been used to select the districts for the study. While doing so, the representation of all the three ecological belts (namely Mountain, Hills and Terai) including Kathmandu Valley has been ensured. Altogether, 8 (eight) districts, one district from each of the seven provinces and one from Kathmandu valley, has been selected as sample (districts) for the study. From each of the selected districts, 6 (six) schools operating both basic and secondary level education were selected in consultation with the concerned District Education Offices as unit to study. While doing so, altogether 690 informants (SMC/PTA - 512, Teachers - 72, Head teachers - 48, Local governments' chiefs - 15, DEOs and SSs- 8, Representatives of teachers' professional association (Confederation & Unions) - 20, and Representatives of central line agencies - 15) were involved directly as sources of data for the study. Desk review of the related documents, Focus Group Discussion (FGD) with concerned informants mainly in school level, interaction, and interview were the major techniques for collecting the required data. As a descriptive and analytical study, the analysis and interpretation of the collected data were made accordingly based on the nature of the data. The qualitative data have been analyzed and interpreted descriptively with arguments and have been presented in a narration.
Quantitative data used in the study have been interpreted with the help of simple statistical tools like frequency distribution, ratio and percentage, and have been displayed in different tabular and graphical form. Further, the study has been organized into six different chapters.

The study has concluded the followings as major findings of the research:

- There has been a strong opinion among the stakeholders that if the local government is to be made more responsible and active in teachers’ management a sense of ownership on teacher management should be demonstrated by the local government but it should be guaranteed by Law.

- It indicates towards the essentiality of ensuring the jobs security, resource mobilization, availability of all type of facilities and incentive like, salary, grade increment, provident fund and gratuity as par with government officials and commitment for professional development of the teachers and management of quality education.

- In the changing context, the local government officials and elected representatives have shown their interests in the appointment and transfer of the teachers and nominating the Ward Chairs as the Chair Persons of School Management Committee. This notion have pointed towards the political motivation of the elected representatives which is not appreciated by many HTs, teachers and the stakeholder like the members of the SMCs and PTAs and representatives of the teachers professional organizations (confederation).

- There is realization among the heads of the of local governments that they have not been able to fully exercise their role in teacher management due to shortage of human resources and lack of support and cooperation from the government employees in education sector.

- Majority of the stakeholders have viewed that in the present situation, most of the local government have not prepared the education regulations and they have shortages of the resources to support the school activities. Therefore, it is natural to have a sense of job insecurity among the schoolteachers based on the observation of recent decision taken by the local government in teacher management.

- In some schools, places the chairpersons of the ward in rural municipalities and municipalities are found to be the chairperson of the School Management Committee in many schools, and it has conveyed negative messages towards the management of school and enhance of quality
education. Majority of the respondents felt that the ward chair cannot provide adequate attention to the management of schools and the teachers' management will be more politicized.

- In the changing context, the schoolteachers are seemingly found to be worried about their jobs. This study shows that the decisions made by the local government regarding teacher selection, transfer, promotion and mobilization in recent days have faked the worry of the teachers, Precisely the teachers have a sense of job insecurity due to the activities of the local government in some places.

- The DEOs and heads of the local government are positive towards the decentralizations of teacher management to local government as enshrined in the Constitutional of Nepal but other stakeholders including the HTs and teachers are not very positive, as the practice is very new. It was apparent from the study that, the roles of the local governments in teachers’ management seem to be acceptable to the teachers if the local government introduces the education act ensuring job security to the teachers.

- The stakeholders and the elected representatives have perceived that the roles of the Federal, Provincial and the local government should be defined specifically at the earliest to avoid the confusions and uncertainty in teacher management. Precisely, the teachers have pronounced about the role of provincial government in teachers management as it can address many issues related to creation of pool of teachers, transfer and promotion.

- A confusion and uncertainty prevails among all the stakeholders like the local government authorities, members of the SMCs, PTAs and teachers professional organizations, the school teachers and HTs on how to proceed a head about teachers management regarding the allocation of quota, appointment, placement, promotion and transfer, formation of the SMCs, resource mobilization enforcing rules and regulation, developing various norms and criteria in related aspects and establishing links with central offices like TSC.

- Existing ration fixed for teacher promotion as such does not seem to be appropriate in the changed context.

Based on the aforementioned conclusion of the research, the study has recommended the followings as way forwards to implement in the changed context of federal structure:
1. The major jurisdiction of the three levels of (Federal, Provincial, and Local) governments in relation to teacher management:

**Federal Government**
- Creating quota for teachers
- Determination of norms, qualifications and experience for teachers
- Teacher Selection
- Promotion of teachers
- Determination of Salary, allowances, pension, gratuity, insurance, and other facilities
- Determination of punishment and other departmental actions
- Determination of Code of Conduct (Head teacher, teacher, personnel, student, SMC, PTA and Local level authority)
- Management of financial resources for the schools
  
  Formulation of national policy related to teacher management

**Local Government**
- Appointment/recruitment (Local level)
- Placement of the teachers (Local level/SMC)
- Monitoring and Supervision of Teachers (Local level)
- Performance evaluation of the teachers (SMC and local level)
- Implementation of punishment and other departmental actions (Local level)

**Federal, Provincial, and Local Government**
- Preparation of teachers
  - Teacher Education (Federal and Provincial)
  - Training and other TPD activities (Provincial and Local)
- Transfer of the teachers
  - Within local level (Local government)
  - Within province (Provincial government)
  - Within country (Federal government)
- Distribution, deployment and re-deployment (Coordination of the three level of governments)
- Resource mobilization (Coordination of the three)

**Province and Local Government**
- Promotion of the teachers (Provincial office of TSC)
- Record keeping of the teachers (PG and LG)
- Record keeping of the Performance Appraisal (LG and PG)
• Teacher Training and other TPD activities (PG and LG)

2. **The need of broad-based policy guidelines:** For the clarity of jurisdiction of the three level of government, it seems the need of broad-based policy guidelines. The implementation of the provisions mainly related to teacher selection, placement, transfer, promotion, matching the quota of teachers by subject, grade and students' numbers, record keeping and professional development should be addressed by the policy framework and existing law before their implementation. Thus, it may demand amendments in the existing constitutional as well as legal provisions.

3. **Governance system of school education:** The governance system of school education seems to be operated as below, in the federal structure:

![Governance System of School Education Diagram]

4. **The creation of the post (quota) of the teachers:**
   - Before taking decision related to create quota of the teachers, there is a need for school mapping throughout the country. Based on the mapping of the schools the teachers’ quota should be allocated/re-allocated on the basis of the needs of the schools. While doing so merging of two or more schools or establishing new ones may be considered as an alternative measure.
   - As the schedule eight of the constitution has provisioned school management to be the role of local government, teachers' quota should strictly be created making it need based. School education is one of the fundamental rights of all and it is a matter of serious concern of all the three levels of government. Thus, need assessment by the local government, recommendation of the assessed quota by the provincial government, and the creation of the new posts (quota) by the federal
government at central level will be an appropriate strategy. While doing so, the local government has to conduct a detail Organization and Management (O & M) Survey to analyze the need of teachers within the coverage of local level.

- Teachers' quota should be created (at national level) considering the essentiality of grade wise teacher distribution at lower basic level (1-5) and subject wise teachers at upper basic (6-8) and secondary (9-12) levels, including for technical education and vocational training. However, a comprehensive school mapping and re-distribution of the schools (esp. the schools of lower basic level) in the changed context is recommended before its implementation. As student-teacher ratio, geographical complexity, and proximity of the nearby school along with subject wise and grade wise distribution of the teachers are the bases of determining teachers' quota, multi-grade multilevel teaching (in lower basic level) may be an alternative in case of exceptional cases in which, the school has to be conducted without concerning the number of students.

5. **The preparation of teachers in the changed context:**

- Changes and improvement through revision of the curriculum of teacher preparation courses balancing strictly the pedagogy and contents.
- Provision of providing teacher-training courses of at least one-year's duration to the undergraduates or graduates in other disciplines should be managed before they sit for licensing exam.
- The universities should enroll the undergraduate students from any discipline in the B. Ed. program who would be allowed to take TSC examination after receiving the defined training.

6. **Academic Qualification:** Regarding the academic qualification of teachers, the study suggests 12-class pass qualification for the teachers of grade 1-3. Similarly, bachelor's level for grades 4-8, and master's level for the secondary level in relevant subject areas has been recommended. Based on the recommended educational qualifications, the working teachers who are under-qualified and continuing the job, should be given opportunity to pursue further education to meet the stated qualifications. If any teachers cannot fulfill the desired minimum qualification in a given period of time, they should be terminated with reasonable benefits. All these actions should be regulated by rules and regulations prior to their implementation.
7. **Selection of Teachers:** The TSC only should select the permanent teachers. Different categories (types) of teachers should be eliminated with only the permanent and contract (two types of) teachers in place. Provision should be made to appoint teachers in contract by the respective local body in their own financing. When the schools need permanent teachers, they have to be appointed through the pool of teachers from TSC. The existing teacher management practices should therefore consider the following as way forward mechanism in the federal system:

- Provincial level office of TSC may be established to implement the essence of federalism with easy access in service. It is also suggested that the annual announcement of teacher vacancy and promotion should be made by the TSC both at federal and provincial level. The licensing examination should be taken in every six months time to create a pool of prospective teachers.
- TSC should publish the result of teachers in two different sheets for both the successful candidates and candidates in waiting in the ratio of at least 1:2 so that the permanent teachers can be taken from the waiting list within the validity period, if needed.
- The licensing examination and the recruitment tests should be more competitive and standard to recruit qualified teachers. The test should have all the written, oral and practical forms (presentation and demonstration) of evaluation too.
- If the schools need some teachers during the period of not having any teachers in the waiting list of permanent teachers by TSC, the SMC under the recommendation of the teacher selection committee, can appoint teachers in contract for a maximum of one year's period following the due procedures set by the law and rules.

8. **The placement of the teachers in schools:**

- The placement of the teacher should be under the jurisdiction of LG.
- Distribution of the teachers should be need-based and should be done in coordination with the head teacher.
- A comprehensive national policy for placement, distribution, deployment, and re-deployment of teachers is needed.
- Annual vacancy for teachers made by the TSC on regular basis may solve the existing problem of placement and distribution. For this, the TSC working calendar should be implemented in a way that the new teachers will be appointed within the last month of every academic year.
Some institutional body at provincial level should be there to manage teacher’s placement, deployment and re-deployment, recommend teacher's quota and/or organizing professional development programs and proper record keeping of these activities.

9. The transfer of the teachers in the federal structure:

- Well-articulated guidelines should be developed for transferring the teachers at various levels like within local level, within district, provincial and national levels. The guidelines should include the criteria, process and agency to be involved in the transfer of the teachers.

- To ensure availability of the teachers in schools (from the first day of the start of new academic year), transfer of the teacher should only be done during the last month of the academic year.

- The transfer of the teacher should be in mutual understanding and consensus between the two parties (SMCs, LGs, PGs). It would be better if transfer of the teacher is brought under common jurisdiction of the three governments: Local Government within local level, Provincial Government within the province, and Federal Government all over the country. However, priority should be given to the transfer within the local level by the local government. The involvement of Provincial and Federal Government in transferring the teacher should be kept for exceptional. The criteria for transfer should be based on the needs of the schools. Priority in transfer should consider the proximity to home and family, years of service, compliance with the need of subject teachers, socio-cultural & linguistic background, and seniority of the service year, performance appraisal, and academic qualification.

- Well-defined norms and standards for transfer across the districts and provinces should be in place with provision to provide extra benefit (both financial and service related) for the transfer in rural places.

10. Promotion: The teacher's pool for promotion is better to fix at the level of Local Government. That is, total number of teachers at the local level should be a basis for their promotion. While doing so, provision should be made to ensure at least one first class teacher at each level under the local body (level). To address this, the followings can be implemented immediately:

- The promotion of teachers should strictly be based on their annual performance appraisal against the Job Description (JD) provided so far.
- The ratio of level wise teachers under different local bodies has to be as suggested to manage as the pool of teachers' for promotion.
<table>
<thead>
<tr>
<th>Local Body</th>
<th>III Class</th>
<th>II Class</th>
<th>I Class</th>
<th>Total</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural municipality</td>
<td>15</td>
<td>8</td>
<td>2</td>
<td>25</td>
<td>8% 1st class, 32% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Municipality</td>
<td>24</td>
<td>12</td>
<td>4</td>
<td>40</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Sub-metropolitan city</td>
<td>36</td>
<td>18</td>
<td>6</td>
<td>60</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Metropolitan city</td>
<td>48</td>
<td>24</td>
<td>8</td>
<td>80</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
</tbody>
</table>

11. The distribution, deployment, and redeployment of the teachers:

- For a certain period, the district level pool of the teachers should be transferred at least to the provincial level so that the deployment and redeployment should be done at the provincial (or national) level.

- The excessive number of primary level teachers can be deployed and redeployed at the lower secondary and secondary level considering their academic qualification and subjects of specialization. This can be done without any increment in their regular salary, benefits, and the level of promotion. However, this has to be addressed by the legal and statutory framework before its implementation.

- Matching or compliance of the teachers' quota is an immediate concern and therefore following recommendations are made to manage it:
  - Different criteria for allocating teachers' quota to basic level and secondary level should be made. From grade 1 to 5 there should be provision of grade teachers by considering the number of students. There should be subject teachers at basic (6-8) and secondary level specially to address the needs of teachers in technical subjects and for special needs education. To maintain the standard of STR, the number of students should also be taken into consideration while deploying and re-deploying them. However, in special cases; multi-grade and multi level teaching in the lower basic level should be encouraged.
  - A national survey would be desirable to explore the workload, quota, and necessity for deployment and redeployment of the teachers in the changed context. It would also be better to conduct a
comprehensive Organization and Management (O & M) Survey in the local level, throughout the country.

12. Professional development of the teachers:

- There is a need for encouraging teachers by implementing the provision of terms and conditions of job (service) comparable to similar other government jobs.
- National Teacher Training Institute should be established at the Federal Level. However, all the executive level tasks related to TPD should be managed and executed by the Provincial office of Teacher Training Institute (PTTI) via the Teacher Training Centers (TTCs) established at each local level. This national institute is supposed to provide pre-service, in-service as well as refresher courses for the candidates (teachers).
- Different terminal plans and programs (like short-term refresher training, exposure visits, workshops, further study, training abroad etc) for teachers' professional development should be developed at central and provincial level and implemented accordingly.
- In view of the changing context of local government for teacher management, the local government should be resourceful in terms of both financial and human resources.
- Research and publication should be tied with professional development of teachers

13. The supervision, monitoring and evaluation:

- Head teacher should do the teachers' monitoring, evaluation and supervision of daily activities. The involvement of SMC and the concerned personnel of the local government (LEO) on periodic basis will be there as an extra efforts added to it.
- A handbook on monitoring and supervision of school activities, head teachers role and teachers performance should be developed by the local government before its wider implementation.

14. Performance appraisal of the teachers in school:

- Compliance of job description (JD) with the tasks done, subject wise average learning achievement shown in students' result, and regularity in teaching and involvement in extracurricular activities should be regarded as the major indicators for assessing the performance of the teachers. Similar other indicators may be the commitment to duty, relationship with students, capacity to deliver instruction and command of subject matter,
social and interpersonal relationship, and involvement in professional development activities.

- The Head teacher, SMC, and the LEO should do teacher's performance appraisal, based on the set criteria, as all of them should be familiar with the performance of the teacher. However, to avoid the presence of subjective biasness, the involvement of a provincial level mechanism in reviewing the appraisal of the teachers' performance may be an extra effort to it.

- The annual record of performance appraisal should be maintained at the office of concerned local level (LEO) as well as at the provincial level.

15. Teachers' information and record keeping system:

- For the management of overall data related to teachers in the nation, a provincial level archival entity has to be established in coordination with the MoESC. The capacity enhancement of the existing Shikshak Kitabkhana can be an alternative to it. The Ministry of Education, Science and Technology (MoESC) may establish an EMIS unit at the center, which may also manage, control and store the teachers' records.

- An electronic Teacher Management Information System (TMIS) has to be established in the archival office. It has to combine the records at the national, provincial and local level, which has to be coordinated with the existing EMIS. The TMIS should include a complete profile of every schoolteacher and a unique record number (code) should be assigned individually. The profile should include all the administrative and academic information of the teachers including their qualifications, experiences, trainings, professional needs and status, postings, transfers, performance appraisal results, promotions, salary history including the departmental actions taken against them. A reference can be taken from the PIS of Nijamati Kitabkhana used for civil servants in the country.

16. The management of teachers for special needs children:

- To address the fundamental rights to education for children with special needs, GoN has to invest more in this sector. It would be better and cost-effective to integrate the resource classes and special schools into one within a district. The school with well-facilitated hostel and teaching learning materials/equipments has to manage for their facilitation.

- The TSC should make provision for selecting extra-competent and dedicated teachers having specialization in special needs education for
teaching special needs children. Different criteria can be developed for this to address the needs of these children.

- The curriculum for special need children should focus on lifelong education with skill promotion, rather than on theoretical aspects only.

17. **Need of Federal Education Act and Federal Education Regulations:** The Government of Nepal has to bring out Federal Education Act and Federal Education Regulations incorporating clear jurisdiction of the three levels of governments in educational management. Based on this, the Provincial Government is suggested to prepare their own education act and rules that is implemented within the province. The implementation of these acts and rules may provide clear guidelines for all the local levels so that they could also prepare and implement their respective Local Education Acts and Regulations.

18. **Permanency of the temporary and other provisional teacher quota:** As all the teachers working in rahat (relief) quota, temporary quota, and early childhood development classes including the teachers of grade 11-12 are receiving the government salary, it is advisable to convert their provisional quota to the permanent one. This will obviously increase the total quota of permanent teachers as well as cost, which the nation has to bear. The fulfilment of permanent teacher by the TSC (in these quotas) may manage the large number of existing provisional teachers in schools.

19. **Head teacher management:** In the changed context, it is advisable to manage the head teachers locally. For this, provision should be made to select head teachers from the senior permanent teachers of the same level under a local body by the respective Teacher Selection Committee following the due process.
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### ABBREVIATIONS AND ACRONYMA USED IN THE STUDY

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<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<tr>
<td>B. Ed</td>
<td>Bachelor of Education</td>
</tr>
<tr>
<td>BS</td>
<td>Bikram Sambat</td>
</tr>
<tr>
<td>CAS</td>
<td>Continuous Assessment System</td>
</tr>
<tr>
<td>CDC</td>
<td>Curriculum Development Centre</td>
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<tr>
<td>CLAs</td>
<td>Central Line Agencies</td>
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<tr>
<td>DEO</td>
<td>District Education Officer</td>
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<td>DLIs</td>
<td>Disbursement Linked Indicators</td>
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<td>District Teacher Selection Committee</td>
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<td>EGRP</td>
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<td>Educational Training Centre</td>
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<td>Government of Nepal</td>
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<td>Intermediate of Education</td>
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<td>ICT</td>
<td>Information Communication Technology</td>
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<td>Institute of Education</td>
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<tr>
<td>LRCs</td>
<td>Lead Resource Centres</td>
</tr>
<tr>
<td>Abbreviation</td>
<td>Full Form</td>
</tr>
<tr>
<td>--------------</td>
<td>-----------</td>
</tr>
<tr>
<td>M. Ed</td>
<td>Master of Education</td>
</tr>
<tr>
<td>M. Phil</td>
<td>Master of Philosophy</td>
</tr>
<tr>
<td>MCs</td>
<td>Municipalities</td>
</tr>
<tr>
<td>MoE</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>MoEST</td>
<td>Ministry of Education, Science, and Technology</td>
</tr>
<tr>
<td>MWU</td>
<td>Mid Western University</td>
</tr>
<tr>
<td>NCED</td>
<td>National Center for Educational Development</td>
</tr>
<tr>
<td>NEB</td>
<td>National Examination Board</td>
</tr>
<tr>
<td>NESP</td>
<td>National Education System Plan</td>
</tr>
<tr>
<td>NSU</td>
<td>Nepal Sanskrit University</td>
</tr>
<tr>
<td>NTTI</td>
<td>National Teacher Training Institute</td>
</tr>
<tr>
<td>PCF</td>
<td>Per Child Funding</td>
</tr>
<tr>
<td>PG</td>
<td>Provincial Government</td>
</tr>
<tr>
<td>PhD</td>
<td>Doctors of Philosophy</td>
</tr>
<tr>
<td>PIS</td>
<td>Personnel Information System</td>
</tr>
<tr>
<td>PMECs</td>
<td>Prioritized Minimum Enabling Conditions</td>
</tr>
<tr>
<td>PPC</td>
<td>Pre Primary Class</td>
</tr>
<tr>
<td>PTA</td>
<td>Parents-Teacher Association</td>
</tr>
<tr>
<td>PTTI</td>
<td>Province Teacher Training Institute</td>
</tr>
<tr>
<td>RMCs</td>
<td>Rural Municipalities</td>
</tr>
<tr>
<td>RPs</td>
<td>Resource Persons</td>
</tr>
<tr>
<td>RTSC</td>
<td>Regional Teacher Service Commission</td>
</tr>
<tr>
<td>SEE</td>
<td>School Education Examination</td>
</tr>
<tr>
<td>SLC</td>
<td>School Leaving Certificate</td>
</tr>
<tr>
<td>SMC</td>
<td>School Management Committee</td>
</tr>
<tr>
<td>SSDP</td>
<td>School Sector Development Plan</td>
</tr>
<tr>
<td>SSs</td>
<td>School Supervisors</td>
</tr>
<tr>
<td>STRs</td>
<td>Student Teacher Ratios</td>
</tr>
<tr>
<td>TEVT</td>
<td>Technical Education and Vocational Training</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
</tr>
<tr>
<td>---------</td>
<td>--------------------------------------------------</td>
</tr>
<tr>
<td>TMIS</td>
<td>Teacher Management Information System</td>
</tr>
<tr>
<td>ToR</td>
<td>Terms of References</td>
</tr>
<tr>
<td>TPA</td>
<td>Teacher Performance Appraisal</td>
</tr>
<tr>
<td>TPD</td>
<td>Teacher's Professional Development</td>
</tr>
<tr>
<td>TSC</td>
<td>Teacher Service Commission</td>
</tr>
<tr>
<td>TTC</td>
<td>Teacher Training Centre</td>
</tr>
<tr>
<td>TU</td>
<td>Tribhuvan University</td>
</tr>
<tr>
<td>TVE</td>
<td>Technical and Vocational Education</td>
</tr>
</tbody>
</table>
CHAPTER ONE
INTRODUCTION

This is an introductory chapter of the report. This section of the report has dealt with the general background, problem statement, research question, and objectives of the study. Further, the scope, delimitations and organization of the study has also been presented followed by the research methodology used in the study.

1.1 General Background

The constitution of Nepal has declared school education as the fundamental rights of people, in which basic level education has been considered as free and compulsory. The School Sector Development Plan (SSDP) has different programs to implement the national policy of education in the country. Nepal's commitment to different international educational forums is based on the premises that education is a fundamental right of all people. As per her commitment, Nepal has to ensure the school education for all children irrespective of their ethnic origin, religion, culture, language, economic status, or disabilities. Nepal has only a short history of its formal schooling. However, it is in progress regarding the educational development (DoE, 2012). The people's movement of 1990 has opened the door of educational development and within the three decades of it, the country's educational development has reached to some sorts of definite point, mainly in terms of access to school education.

The focus in access to education has compromised the quality of school education one or another way. Among different such factor, teacher management is one of them. Teachers without adequate training and motivation are unlikely to help improve the quality of education in Nepal. One of the main reasons for many children to be unable to enroll in primary school is the lack of financial resources to cover the school uniforms, stationery and examination fees. While 10 per cent of children were not enrolled in primary school, they comprise a disproportionately large share of child population from the historically, geographically, economically, and socially deprived and marginalized communities. Currently 38 percent of our primary teachers are untrained (NCED, 2010). As most trained teachers gravitate towards better schools in urban areas, the vast majority of teachers in rural schools are commendably untrained and unskilled.

The Government of Nepal has handed over management of over 2000 schools to communities; these schools remained without being properly monitored (DoE, 2012). However, the policy of handing over the management of schools to
communities has led to increased interest in and ownership of schools by the community. Teachers are the ones who translate curriculum into classroom situation. Therefore, the availability of sufficient number of qualified and competent teachers in school has been considered as prerequisite for efficient delivery of curriculum and has also been regarded as one of the five Prioritized Minimum Enabling Conditions (PMECs) in school education (DoE, 2017). In order to strengthen the quality, access, equity, and efficiency within the school sector significantly, the Government’s School Sector Development Plan (SSDP 2016-2023) emphasizes on teacher management and professional development for quality and effective pedagogy (SSDP, 2016).

The eighth amendment of Education Act realigned the overall schooling structure, with basic education covering grades 1 to 8 and secondary education covering grades 9 to 12. The Constitution of Nepal has separated the power of all three types (local, provincial, and federal) of government. The annex 5, 6, and 8 of the constitution has defined and separated the power of federal, provincial, and local government respectively, in which, school education is the sole responsibility of the local government. This provision entails reorientation of the governance and management of the educational system and its delivery mechanisms, especially to meet the guarantees of free and compulsory basic education and free secondary education (DoE, 2017).

As the country's political administration has turned into federalism from the centralize unitary system; by the constitution of Nepal, the government of Nepal has defined the roles of government including local government by releasing the Report on Unbundling and Elaboration of Various Levels of Government Power and Function (2017). This has elaborated and clarified the roles of local, provincial and federal government defined by the constitution. The increased powers of local bodies under it have called for reallocation of authority of school education management including teacher management from central to local government.

As the power of central government regarding schoolteacher selection, deployment, re-deployment, and management has been transferred to the local government by the constitution of Nepal, this study has been carried out to identify the ways for managing school level teachers in federal system, in the changed context.
1.2 Statement of the Problem

The article 243 of the constitution of Nepal has made provision of selection of candidate to be teacher retaining with the Teacher Service Commission (TSC). According to the constitution, TSC will be a central body under federal Government. Whereas, according to the constitution (Schedule 8) itself, the school management falls under the jurisdiction of the Local Government.

According to DoE (2012), Government of Nepal, Ministry of Educations is practicing the data based funding for teacher at schools. For this, the Per Child Funding (PCF) teacher’s quota system has been introduced and the recruitment of teacher has been based on the number of student enrolled at schools. There are two types of teacher deployment system practiced in the world as - deployment with central authority, and deployment in market system. Nepal is practicing the market system of teacher deployment at present (DoE, ibid).

DoE (2017) writes that in some parts of the country, there is an excess of teachers whilst in some other parts, schools are operated with insufficient number of teachers. The government has been able to provide funding for only two to three teachers to teach all subjects in grades 11 and 12 of secondary schools. Significant number of the primary, lower secondary, secondary, and higher secondary level of schools are permitted for operation but have not received funding for single teacher. Many schools, which have received funding for teacher, have also not received adequate fund for managing required number of teacher to handle all subjects prescribed by the curriculum. Due to unavailability of subject teachers, particularly in Science, Mathematics and English, teachers handle many school classes with inadequate competency. The technical stream of grade 9-12 secondary education is also severely affected by unavailability of subject teachers and frequent turnover of them. DoE (ibid) further states that there are schools with special education provision for student with disabilities that are also suffered from underfunding to recruit adequately qualified teacher.

The TSC fulfils only the teachers in permanent post. However, because of the provision of a large number of Rahat (relief) and other non-permanent teacher in schools, not all teacher recruitment comes under the complete preview of TSC. As a result, the management of these types of teachers in schools is becoming an unsolved issue for long, and has remained unsolved. Personnel issues such as, terms and condition of service including the recruitment, placement, transfer, promotion and departmental action of teachers are very sensitive aspects in teacher management, therefore, their qualification and process standards need
to be simple, and transparent (DoE, 2017). This is why, any official or authority responsible to carry out these functions need to adhere to them sincerely, and those not complying have to be called immediately into account through legal arrangement. As the management of schoolteachers, by constitution, is the new jurisdiction of the Local Government, the system has not yet been established.

On the other hand, by the shifting of teacher management from centre to local government, some gossip of political influence in recruitment has raised by people in the recent days, mainly observed in print media. The rumour is that this may lead teachers’ loyalty towards the local government and their authorities rather than professionalism and quality standard. As a result, teacher as professional community fear that the local hiring of such teachers may provide room for local politics to play over such decision and teachers may need to remain at their discretion (DoE, ibid).

At present, the requirement set by Education Regulation for the deployment of teachers at schools is as mentioned below:

<table>
<thead>
<tr>
<th>Level of education</th>
<th>Grade</th>
<th>Required teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>pre-primary</td>
<td>-</td>
<td>1 Teacher</td>
</tr>
<tr>
<td>Primary</td>
<td>1-5</td>
<td>Minimum 3 Teacher</td>
</tr>
<tr>
<td>lower-secondary</td>
<td>6-8</td>
<td>Minimum 4 Teachers</td>
</tr>
<tr>
<td>Basic</td>
<td>1-8</td>
<td>Minimum 7 Teachers</td>
</tr>
<tr>
<td>Secondary</td>
<td>6-10</td>
<td>Minimum 8 Teachers</td>
</tr>
<tr>
<td>Secondary</td>
<td>9-12</td>
<td>Minimum 9 Teachers</td>
</tr>
</tbody>
</table>

Among this distribution of teachers, the teacher pool for promotion is total number of teacher positions deployed in the district. However, after being school education under local government jurisdiction, by the constitution, the pool seems to be limited within local government area. As a result, the pool naturally becomes smaller, and the threshold of five third class teachers equal to one-second class and fifty-third class teachers equal to one first class may need to be revisited to create at least one first class teacher position in every local body. These all discrepancies resulted many students into not receiving the minimum teaching-learning days and have made serious effect in delivering quality education in schools. Further, the present Teacher Performance Appraisal System has objectively assigned the marks for various performance categories. It
is being criticized as it is not been filled in objectively. The teachers are becoming victim due to negligence of supervisors and reviewers (next supervisor), also not duly signing in the designated places of the format.

In this bedrock, it is very crucial to study the issues faced and lessons learnt by the system in mobilizing the existing pool of teachers according to the needs of the schools and requirement of delivering all subject curricula. Further, an assessment of the perception and views of teachers, professional unions, TSC authorities, responsible officials, local government and other stakeholders regarding existing teacher management provision & practices and possible ways to departure in federal structure is also an important matter to take into consideration. Thus, this study has been carried out to address the aforementioned problems as well as to explore the possible alternatives of managing teachers by reviewing and analyzing the provision made for school education particularly related to teacher management.

1.3 Research Question

The study has attempted to answer the following research question:

- What are the ways for managing school level teachers in federal system?

1.4 Objectives of the Study

As stated in the ToR of the study, the general objective of the study was to assess the existing teacher management system and explore the norms, standards and procedures that could be implemented for teacher management under the federal system of the country. The specific objectives of the study were as mentioned below:

a) To assess the existing legal provisions, norms, and standards for teacher management including preparation (or pre-service education), selection, appointment, placement, transfer, professional development, promotion & departmental action in reference to their practices;

b) To identify the issues faced and lessons learnt by the system in mobilizing the existing pool of teachers according to the needs of the schools and requirement of delivering all subject curricula;

c) To examine the perception and collect the views of teachers, professional unions, TSC authorities, responsible officials, local government and other stakeholders regarding existing teacher management provision and practices and possible ways to departure in federal structure; and
d) To explore the possible alternatives of managing teachers by reviewing and analyzing the provision made for school education particularly related to teacher management in Constitution, government Unbundling and Function Elaboration Report, Local Government Work Operation Act and other related laws according to the provision made by Schedule 8 of the Constitution under Local Government jurisdiction.

1.5 Scope of the Study

Focusing particularly on teacher management under school education, the scope of the study has covered the following major documents for intensive review:

- Constitution of Nepal, Cabinet Unbundling (function elaboration) Report, Local Government Work Operation Act 2074, Education Act (including 9th amendment) 2028, Education Regulations (including 8th amendment) 2059, and other related laws,

- SSDP Document including teacher related DLIs agreed by Government with donors, GoN/MoE Teacher Rationalization and Redeployment Plan,

- Reports of various studies carried out by government/MoE related to teacher management and EMIS report,

- Previously temporary and presently teacher in contract service selection guidelines, Rahat Teachers Selection and Management Guidelines issued by MoE,

- Policy decision made by MoE related to 'norms for teacher redeployment,

- School education curriculum including all subject curricula.

1.6 Delimitations of the Study

The study has been delimited as mentioned below:

- Due to the limitation of both time and resources, the study has been carried out within limited but representative sample of both the institutional and personal units.

- The study has focused on the qualitative approach of inquiry, and basically argumentative in nature.

- The review of existing teacher management practices and the possible alternatives departing it in the federal structure are the two major aspects that the study covered.
1.7 Research Methodology

To achieve the defined objectives of the study and to answer the research question set so far, the study has been carried out by using the following methodological strategies:

1.7.1 Research Design

The study has been carried out in a mixed (Qual-Quan) design with combination of both qualitative and quantitative techniques. However, the focus of the study was in the application of qualitative research design.

1.7.2 Sources of Data

The study has used the data from both the primary and secondary sources. The informants from the sampled schools as well as other key informants were regarded as the sources of primary data. Secondary data were collected by reviewing different related and major documents like books, journals, articles, and research reports, and legal documents. The constitution of Nepal, Education Act and Regulations, school education curriculum, Cabinet Unbundling (function elaboration) Report, and Local Government Work Operation Act 2074 were the major documents that have been reviewed intensively. Other similar documents reviewed for the study were the SSDP Document including teacher related DLIs agreed by Government with donors, GoN/MoE Teacher Rationalization and Redeployment Plan, previously temporary and presently teacher in contract service selection guidelines, Rahat Teachers Selection and Management Guidelines issued by MoE, Policy decision made by MoE related to 'norms for teacher redeployment. These secondary data were used in the study as the supportive data for the primary data collected from the field.

1.7.3 Sampling and Sample

A purposive sampling has been used to select the districts for the study. While doing so, the representation of all the three ecological belts (Mountain, Hills and Terai) including Kathmandu Valley has been ensured. Altogether, 8 (eight) districts, one district from each of the seven provinces and one from Kathmandu valley, has been selected as sample (districts) for the study. The details of the sample districts were as mentioned below:
<table>
<thead>
<tr>
<th>Province No.</th>
<th>Name of Sampled Districts by Ecological Belts</th>
<th>Total Sampled Districts</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mountain</td>
<td>Hills</td>
</tr>
<tr>
<td>One</td>
<td>Ilam</td>
<td></td>
</tr>
<tr>
<td>Two</td>
<td></td>
<td>Rautahat</td>
</tr>
<tr>
<td>Three</td>
<td>Makawanpur</td>
<td></td>
</tr>
<tr>
<td>Four</td>
<td>Gorkha</td>
<td></td>
</tr>
<tr>
<td>Five</td>
<td>Rupandehi</td>
<td></td>
</tr>
<tr>
<td>Six</td>
<td>Mugu</td>
<td></td>
</tr>
<tr>
<td>Seven</td>
<td>Kanchanpur</td>
<td></td>
</tr>
<tr>
<td>Valley</td>
<td>Lalitpur</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

From each of the aforementioned districts, 6 (six) schools operating both basic and secondary level education were selected in consultation with the concerned District Education Offices. The school from urban and rural setting of the concerned districts was taken into consideration while selecting the schools. At least one school having grades from 1-3, 1-5, 1-8, 1-10 and 1-12 classes were taken as samples. While doing so, there was the representation of at least eight schools each from 1-3, 1-5, 1-8, 1-10 and 1-12 classes respectively. Other bases for the selection of the schools were as mentioned below:

- Both grade and multi-grade or multi-class setting in lower basic (primary) level
- Both approved (received required number of teacher) and permitted (but not received teacher quota) schools
- The secondary schools operating technical stream with civil, electrical and computer engineering, and agriculture as well as animal husbandry
- At least one school of each district which was selected for model school
- The schools with special education resource classes for blind and deaf students

While doing so, the following figure of school level sample was covered by the study:
The detailed list of the sampled schools along with the number of students enrolled in the previous academic year is given in appendix one of the report for further reference. The number of informants involved in the study as individual sampled unit was as mentioned below:

<table>
<thead>
<tr>
<th>SN</th>
<th>Particulars</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Members of School Management Committee and Parents-Teacher Association</td>
<td>512</td>
</tr>
<tr>
<td>2</td>
<td>Teachers</td>
<td>72</td>
</tr>
<tr>
<td>3</td>
<td>Head Teachers</td>
<td>48</td>
</tr>
<tr>
<td>4</td>
<td>Local Government's Chief</td>
<td>15</td>
</tr>
<tr>
<td>5</td>
<td>District Education Officer and School Supervisor</td>
<td>8</td>
</tr>
<tr>
<td>6</td>
<td>Representatives of Teachers' Professional Association (Confederation &amp; Unions)</td>
<td>20</td>
</tr>
<tr>
<td>7</td>
<td>Representatives of Central Line Agencies</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>690</td>
</tr>
</tbody>
</table>

1.7.4 Tools and Techniques for Data Collection

Desk review of the related documents, Focus Group Discussion (FGD) with concerned informants mainly in school level, interaction, and interview were determined as the major techniques for collecting the required data. Focusing particularly on the issues, problems and possible solutions of the subject matters, the following tools were used to collect required data for the study. All the tools used in the study have been annexed in the appendix two of the report.
a. **School Survey Form:** A form has been designed and used to record the school level data from the sampled schools. Mainly, the form included a short demography of the schools including the details of the students and teachers.

b. **Interview questionnaire for head teachers and teachers:** A comprehensive and separate questionnaire for interview has been prepared to administer for collecting views of Head Teachers and Teachers regarding their experiences and perception in teacher management as well as their expectation related to teacher management in federal system. While doing so, the head teachers along with at least one teacher in the judgement of the head teacher were taken as sample informants from each of the sampled schools. In case of secondary level school, two to three teachers from a school have also been taken as sample informants.

c. **Focus Group Discussion (FGD) with SMC and PTA:** An FGD guideline has been prepared to guide the Focus Group Discussions that was held among the members of SMCs and PTAs, who were involved in the study as school level stakeholders from each sampled school.

d. **Semi-structured interview:** A semi-structured interview schedule has been prepared and used to interview for collecting perceptive views of concerned local and district level authorities like government officials (DEOs, LEO (Local Education Officers), SS, RP), and elected local government heads.

e. **Interaction:** Two separate interactions among different groups of teachers, and the central level authorities of the line agency have been conducted. The central level authorities of Teacher's union (confederation) including different groups of teachers' professional associations affiliated to different political parties were participated in an interaction organized for the teachers. Similarly, the representatives from the central level offices of the GoN including the MoE, DoE, TSC, NCED, NEB, and CDC were participated in the interaction program. All the related views and inputs of these participants have been reflected in the study.

f. **Desk Review:** Comprehensive desk review and an intensive analysis of the existing statutory provision along with the empirical literatures were made to collect the secondary data required for the study. The summary of these analyses has been used as per the need of the study, in different sections.
1.7.5 Analysis and Interpretation of the Collected Data

The study has made use of both qualitative and quantitative data. As a descriptive and analytical study, the analysis and interpretation of the collected data have also been made accordingly based on the nature of the data. The qualitative data have been analyzed and interpreted descriptively with arguments and have been presented in a narration. Quantitative data used in the study have been interpreted with the help of simple statistical tools like frequency distribution, ratio and percentage, and have been displayed in different tabular and graphical form.

1.7.6 Methodological Limitations

The methodological limitations of the study were as mentioned below:

- Mixed research design (Qual-Quan)
- Use of both primary and secondary sources of the data
- Small but representative sample
- Use of different tools to explore theme-based information and data

1.8 Organization of the Study

The study has been organized into six different chapters. The first chapter is the introductory part of the report, which includes general background, statement of the problem, research questions, objectives of the study, scope of the study, and delimitations of the study. The research methodology used to carry out the study has also been included in this chapter.

The second chapter has dealt with the legal provisions, norms, and standards for teacher management. Specifically, this chapter has included the major provisions related to teacher preparation, selection, appointment, and placement of the teacher, transfer and promotion of the teacher, distribution, deployment, and re-deployment of the teacher, and teachers' professional development.

The third chapter includes the issues faced and lesson learnt by the system. The issues faced in mobilizing the existing pool of teachers, and the lesson learnt by the system in mobilizing the existing pool of teacher including the need of the schools is presented in this chapter.

The fourth chapter is related to the perception of the stakeholders regarding teacher management in schools. It includes the views and perception of the stakeholders from local to central level particularly related to the existing teacher management provision and practices, and possible ways to departure in federal structure. Mostly, it has covered the managerial aspects from the recruitment to
the retirement of the teacher. The head teacher management along with the management of the teachers for technical stream, and for special need education including the problems and challenges of the system are also included in this chapter.

The possible alternatives of managing teachers based on the constitutional and legal/statutory framework has been presented in the fifth chapter. It covers the intensive review of related constitutional and legal provisions related to teacher management in school level.

The sixth chapter deals with the findings, conclusion and recommendations of the study, in which the recommendations are suggested for policy level, practice (execution) level, and further research separately. Necessary evidences related to the study have been annexed in the appendix section, at the last part of the study.
CHAPTER TWO
EXISTING LEGAL PROVISIONS, NORMS, AND STANDARDS FOR TEACHER MANAGEMENT

This chapter has presented about the existing legal provisions, norms, and standards for teacher management, that are in practice. Specifically, it has covered the provisions practiced from teacher preparation to the professional development of the teachers in school. A short demography of the sample of the study has also been presented in a view to visualize the status of school education in nation as well as in the sampled districts/schools.

2.1. Status of School Education in Nepal

Khanal (2011) in his study of the issues and concerns of Nepalese teachers in relation to Gaynor’s (1998) three models of teacher management (administrative, grassroots and alternative), constructed in the context of decentralised reform around the world. He found and suggested that the existing teacher management policies in Nepal are problematic and controversial, embracing both administrative and grassroots models of teacher management and maintaining both the centralized and decentralised policies of teacher selection, promotion and financing. With problems, decentralisation of teacher management results in growing division and hierarchy among teaching staff, and favorism, cronyism and corruption at local level. The lack of equitable distribution of qualified teachers across regions and schools is another concern. This study provides a glimpse of how the teachers are managed in Nepal and what condition of school education is in place.

Since the school year 2009-010, the government of Nepal has been implementing the School Sector Reform Programme (SSRP), aiming to restructure the school education system with the Basic Education consisting of grades 1-8 with age 5-12 yrs and Secondary Education consisting of grades 9-12 with the age 13-16 years. Within this basic education, primary and lower secondary levels are included and secondary and higher secondary levels are included in the comprehensive secondary education of the country. For these levels, early childhood development/ pre-primary classes are offered as building foundations for children and preparing them for grade one and above. The prescribed population age group for different levels of school education are 5 to 16 years.

The majority of schools in the country include primary level (grades 1-5), i.e. most of the lower secondary, secondary and higher secondary schools include primary level. Very few of them offer only grades 6-8 (lower secondary level) or
only grades 9-10 (secondary level). At the higher secondary level it is more common that some schools offer only grades 11-12. Broadly, schools are categorized into two types: community schools and institutional school. Further, community schools are categorized into three types: community-aided schools, community-managed schools and community unaided schools. Besides, there are institutional schools supported by founders, parents and trustees. In addition to these, there are also some schools running as religious schools as Madarasa, Gumba and Ashrams that have received support from the government.

Presently, after the completion of SSRP, since the current fiscal year 2016-017, the Ministry of Education is implementing the SSDP in line with the SSRP continuation. Thus, for overall restructuring and to bring drastic changes in school education system as per the plan made by SSDP, teachers are the leaders. They are thought as persons who professionally involve in the activities of transmitting knowledge, skills and attitudes that are required as per the approved curriculum for students.

The flash report (2016/017) published by the DoE shows that there are 252421 teachers working in the basic level including both community and institutional schools. As a whole, there are 197797 teachers at primary level and 54624 teachers at secondary level. Among them, the numbers of female teachers are 86942, 15809 and 102751 respectively at primary, lower secondary and basic levels, which shows both the number of female and male teachers has increased compared to the previous school year. The shares of female teachers in total are 44 percent, 28.9 percent and 40.7 percent (compared to 42.3 percent, 27.9 percent and 39.1 percent in the last academic year) at primary, lower secondary and basic levels respectively.

Likewise, out of total number of teachers at community and institutional schools, the number of teachers in all types of community schools with the inclusion of all the teachers working in approved positions, Rahat teachers, and teachers, a total number of teachers in community school is 186027 with 68126 female and 117901 male teachers at basic levels. Among them, there are 147949 with 59674 female at primary level and 38078 with 8452 female at lower secondary level. Out of the total numbers of teachers in community schools, the shares of female teachers are 40.3 percent, 22.2 percent and 36.6 percent (compared to 38.4%, 20.9% and 34.8% in the last academic year) at primary, lower secondary and basic levels respectively. The shares of female teachers at all levels have slightly improved as compared to the shares of female teachers in the last school year 2015-2016.
The contribution of the respective communities of the community schools is vital in the management of teachers and physical facilities. Based on the flash report, currently 45999 teachers are hired by the communities besides 101950 teachers are working in the approved and rahat positions at primary level. At lower secondary level, the communities hire 12,306 teachers, besides 25772 teachers are working in the approved and rahat positions. Thus, there is significant community contribution in the teacher provisions, which are 31.1 percent at primary level and 32.3 percent at lower secondary level.

Overall, 101950 teachers with 40451 female teachers at primary level, 25772 teachers with 5558 female teachers at lower secondary level and 127722 teachers with 45973 female teachers at basic levels are working in the current school year. Out of the total numbers of teachers by levels, 39.6 percent are at primary, 21.6 percent are at lower secondary and 36.0 percent are at basic level female teachers. This show the share of female teachers has slightly increased in the current school year 2016-2017.

The flash report also shows the level of participation of female teachers against male teachers in the education system, which is shown by the GPI indicator. The GPI for institutional schools is 1.21 at primary level, 0.80 at lower secondary level and 1.09 at basic level. Hence, the GPI in institutional school is more in favour of female teachers than the GPI in the community schools and the total number teachers at all levels. In other words, compared to the community schools, the GPI in the share of teachers by level is higher in institutional schools, meaning more female teachers are working in institutional schools. Similarly, the report also shows that the proportion of Dalit and Janajati teachers remain low in teaching profession as compared to their overall proportion in the total population. The overall percentage shares of Dalit teachers at basic level are only 5.1 percent. Likewise, the overall percentage of share of Janajati teachers at basic levels is 28.6 percent. The status of Dalit and Janajati teachers in total number of teachers shows that while there is a huge need of increase or improvement in the numbers Dalit and Janajati teachers at basic levels.

The student Teacher Ratios (STRs) is the indicator used to measure the level of human resource inputs in terms of number of teachers in relation to the size of the student's population. It is normally used to compare with established national norms on the number of pupils per teacher for each level or types of school education. The STR by eco-belts for all types of community schools based on the reported number of all types of teachers (i.e. teachers working in the approved positions, rahat teachers, and teachers hired by the community), an average STR
at basic level is 25.1 but by eco-belt wise, at mountain 20.1, at hill 21.1, at valley 16.1 and at Terai 40.1. Likewise, STR in community schools based on the approved teachers’ positions is different i.e. on average- at basic level are 39.1. The STR eco-belt wise, at mountain- 32.1, at hill- 31.1 at valley-20.1 and at Terai is 56.1.

Similarly, in view of the school restructuring as envisaged in the SSRP (2009-2015) and SSDP (2016/17-2022/2023), comprehensive secondary level education refers to grade 9-12. As flash report presents secondary level schools by eco-belt functioning throughout the country in the school year 2016-2017 are 9379 in total. Throughout the country, the total number of the schools (i.e. 1-12) is 35222. Of the total schools, 819 secondary with 318 higher secondary levels are in the mountain belt, 40029 secondary levels with 1629 higher secondary levels are in the hill best, 1499 secondary with 449 higher secondary levels are in the valley and 3032 secondary with 1273 higher secondary levels are in the Terai belt. These above mentioned numbers of secondary schools is excluding religious schools (total religious schools- 1086, out of it, 27 secondary schools).

As the secondary level is concerned, the STR in all types of schools by eco-belts and levels in the school year 2016-2017, on average, the STR at the secondary level is 24.1 and at the higher secondary level is 25.1. Likewise, the STR in all types of community schools by eco-belts and levels on average at the secondary level is 31.1 and at the higher secondary level is 22.1. Similarly; STR in community schools based on approved teachers’ positions on average, the STR in secondary community schools is 31.1 (compared to the same 39.1 in the last school year). At the secondary level, the highest STR (50.1) is in the Terai eco-belt and the lowest one (20.1) is in the valley. The report reveals that the STR is the highest at all the levels of education in community schools compared to the STR in all types of schools. Based on the STR at both secondary and higher secondary levels, the data show that number of teachers needs appropriate increase, considering the number of students and subjects offered in each individual school.

As the data collected from the field with representative sample is concerned, there were 27728 students in 48-sampled school from the eight sampled districts. Among them, the number of girls (51.45%) was more than that of the boys (48.55). The table below shows that the number of students in the districts from terai were significantly more in comparison to the districts from the hills and mountain. The following table has presented the district wise record of students in the sampled schools based on the gender.
<table>
<thead>
<tr>
<th>SN</th>
<th>Name of District</th>
<th>Girls No.</th>
<th>Girls %</th>
<th>Boys No.</th>
<th>Boys %</th>
<th>Total No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Ilam</td>
<td>836</td>
<td>56.87</td>
<td>634</td>
<td>43.13</td>
<td>1470</td>
</tr>
<tr>
<td>2</td>
<td>Rautahat</td>
<td>2525</td>
<td>49.1</td>
<td>2618</td>
<td>50.9</td>
<td>5143</td>
</tr>
<tr>
<td>3</td>
<td>Makawanpur</td>
<td>1909</td>
<td>50.14</td>
<td>1898</td>
<td>49.86</td>
<td>3807</td>
</tr>
<tr>
<td>4</td>
<td>Gorkha</td>
<td>1602</td>
<td>54.88</td>
<td>1317</td>
<td>45.12</td>
<td>2919</td>
</tr>
<tr>
<td>5</td>
<td>Rupandehi</td>
<td>3684</td>
<td>48.78</td>
<td>3869</td>
<td>51.22</td>
<td>7553</td>
</tr>
<tr>
<td>6</td>
<td>Mugu</td>
<td>1071</td>
<td>56.25</td>
<td>833</td>
<td>43.75</td>
<td>1904</td>
</tr>
<tr>
<td>7</td>
<td>Kanchanpur</td>
<td>1646</td>
<td>53.93</td>
<td>1406</td>
<td>46.07</td>
<td>3052</td>
</tr>
<tr>
<td>8</td>
<td>Lalitpur</td>
<td>994</td>
<td>52.87</td>
<td>886</td>
<td>47.13</td>
<td>1880</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>14267</strong></td>
<td><strong>51.45</strong></td>
<td><strong>13461</strong></td>
<td><strong>48.55</strong></td>
<td><strong>27728</strong></td>
</tr>
</tbody>
</table>

Similarly, while the number of teachers in the sampled schools is concerned, there were 943 teachers working in the sampled 48 schools. Among them, about 87 percent (86.95%) of them were trained. This shows that there were 13 percent untrained teachers in the schools understudy. The following table comprehensively expresses the details of the district wise training status of the teachers in the sampled districts.

<table>
<thead>
<tr>
<th>SN</th>
<th>Name of District</th>
<th>Training Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Ilam</td>
<td>86</td>
</tr>
<tr>
<td>2</td>
<td>Rautahat</td>
<td>132</td>
</tr>
<tr>
<td>3</td>
<td>Makawanpur</td>
<td>122</td>
</tr>
<tr>
<td>4</td>
<td>Gorkha</td>
<td>121</td>
</tr>
<tr>
<td>5</td>
<td>Rupandehi</td>
<td>205</td>
</tr>
<tr>
<td>6</td>
<td>Mugu</td>
<td>52</td>
</tr>
<tr>
<td>7</td>
<td>Kanchanpur</td>
<td>117</td>
</tr>
<tr>
<td>8</td>
<td>Lalitpur</td>
<td>108</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>943</strong></td>
</tr>
</tbody>
</table>
As their type of service of the teachers in the school is concerned, an attempt was made to categorize them only in the four types: permanent, temporary, contract, and others. The data in the table below show that there were only 48 percent permanent teachers in the school. That is, more than half (52%) of the schoolteachers were non-permanent with different types. Among the non-permanent too, 21 percent of them were temporary teachers, 16 percent were contract and remaining 15 percent were other different types of teachers. These district wise data of the types of the teachers has comprehensively been presented in the following table:

<table>
<thead>
<tr>
<th>SN</th>
<th>Name of District</th>
<th>No. of Teachers based on Type of Service</th>
<th>Permanent</th>
<th>Temporary</th>
<th>Contract</th>
<th>Others</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Ilam</td>
<td></td>
<td>51</td>
<td>11</td>
<td>18</td>
<td>6</td>
<td>86</td>
</tr>
<tr>
<td>2</td>
<td>Rautahat</td>
<td></td>
<td>50</td>
<td>12</td>
<td>70</td>
<td>0</td>
<td>132</td>
</tr>
<tr>
<td>3</td>
<td>Makawanpur</td>
<td></td>
<td>62</td>
<td>33</td>
<td>8</td>
<td>19</td>
<td>122</td>
</tr>
<tr>
<td>4</td>
<td>Gorkha</td>
<td></td>
<td>72</td>
<td>32</td>
<td>12</td>
<td>5</td>
<td>121</td>
</tr>
<tr>
<td>5</td>
<td>Rupandehi</td>
<td></td>
<td>86</td>
<td>23</td>
<td>12</td>
<td>84</td>
<td>205</td>
</tr>
<tr>
<td>6</td>
<td>Mugu</td>
<td></td>
<td>28</td>
<td>21</td>
<td>3</td>
<td>0</td>
<td>52</td>
</tr>
<tr>
<td>7</td>
<td>Kanchanpur</td>
<td></td>
<td>45</td>
<td>57</td>
<td>14</td>
<td>1</td>
<td>117</td>
</tr>
<tr>
<td>8</td>
<td>Lalitpur</td>
<td></td>
<td>59</td>
<td>10</td>
<td>17</td>
<td>22</td>
<td>108</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td></td>
<td><strong>453</strong></td>
<td><strong>199</strong></td>
<td><strong>154</strong></td>
<td><strong>137</strong></td>
<td><strong>943</strong></td>
</tr>
</tbody>
</table>

Similar to this, another attempt was made during the period of the study to explore the status of academic qualification of the sampled teachers. According to the table below, there were only 7 percent teachers having SLC as their academic qualification. More than 20 percent of them had PCL (+2) as academic qualification. According to the table, more than 35 percent and more than 36 percent teachers had undergraduate and postgraduate level's qualification respectively. There were 0.5 percent teachers having research level (more than postgraduation) academic qualification. BY this, it can be generalized that many of the schoolteachers have under graduation and post graduation level academic qualification. The following table has presented the district wise record of the qualification of the teachers understudy.
### No. of Teachers based on Academic Qualification

<table>
<thead>
<tr>
<th>Districts</th>
<th>SLC</th>
<th>PCL (+2)</th>
<th>Bachelor</th>
<th>Master's</th>
<th>Above Master's</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ilam</td>
<td>7</td>
<td>20</td>
<td>29</td>
<td>30</td>
<td>0</td>
<td>86</td>
</tr>
<tr>
<td>Rautahat</td>
<td>2</td>
<td>24</td>
<td>73</td>
<td>33</td>
<td>0</td>
<td>132</td>
</tr>
<tr>
<td>Makawanpur</td>
<td>6</td>
<td>32</td>
<td>48</td>
<td>35</td>
<td>1</td>
<td>122</td>
</tr>
<tr>
<td>Gorkha</td>
<td>19</td>
<td>24</td>
<td>35</td>
<td>42</td>
<td>1</td>
<td>121</td>
</tr>
<tr>
<td>Rupandehi</td>
<td>6</td>
<td>36</td>
<td>59</td>
<td>104</td>
<td>0</td>
<td>205</td>
</tr>
<tr>
<td>Mugu</td>
<td>9</td>
<td>9</td>
<td>23</td>
<td>11</td>
<td>0</td>
<td>52</td>
</tr>
<tr>
<td>Kanchanpur</td>
<td>6</td>
<td>26</td>
<td>27</td>
<td>57</td>
<td>1</td>
<td>117</td>
</tr>
<tr>
<td>Lalitpur</td>
<td>13</td>
<td>24</td>
<td>40</td>
<td>29</td>
<td>2</td>
<td>108</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>68</td>
<td>195</td>
<td>334</td>
<td>341</td>
<td>5</td>
<td>943</td>
</tr>
</tbody>
</table>

As the data in the table above is concerned, the student-teacher ratio is not the similar to all the sampled districts understudy. That is, there is high STR in the districts of terai in comparison to the districts of hills and mountain. Among these too, the STR in mountain districts were relatively higher than that of the hilly districts. The average STR under the study has been discovered as 1:29.4, which is relatively higher than that of the national average.

<table>
<thead>
<tr>
<th>SN</th>
<th>Name of the Districts</th>
<th>No. of Students</th>
<th>No. of Teachers</th>
<th>STR</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Ilam</td>
<td>1470</td>
<td>86</td>
<td>17.09</td>
</tr>
<tr>
<td>2</td>
<td>Rautahat</td>
<td>5143</td>
<td>132</td>
<td>38.96</td>
</tr>
<tr>
<td>3</td>
<td>Makawanpur</td>
<td>3807</td>
<td>122</td>
<td>31.2</td>
</tr>
<tr>
<td>4</td>
<td>Gorkha</td>
<td>2919</td>
<td>121</td>
<td>24.12</td>
</tr>
<tr>
<td>5</td>
<td>Rupandehi</td>
<td>7553</td>
<td>205</td>
<td>36.84</td>
</tr>
<tr>
<td>6</td>
<td>Mugu</td>
<td>1904</td>
<td>52</td>
<td>36.61</td>
</tr>
<tr>
<td>7</td>
<td>Kanchanpur</td>
<td>3052</td>
<td>117</td>
<td>26.08</td>
</tr>
<tr>
<td>8</td>
<td>Lalitpur</td>
<td>1880</td>
<td>108</td>
<td>17.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>27728</strong></td>
<td><strong>943</strong></td>
<td><strong>29.4</strong></td>
</tr>
</tbody>
</table>
For the ease of the presentation, the following figure has been presented the district wise SRT of the sampled districts in more intelligible way.

As same to earlier, another attempt during the period of the field survey was made to explore the status of work experience of the teachers understudy. According to the data collected from the sampled schools via the school survey form, the following consolidated table has been generated as the experience of the teachers understudy:
<table>
<thead>
<tr>
<th>SN</th>
<th>Service Period</th>
<th>Ilam</th>
<th>Rautahat</th>
<th>Makawanpur</th>
<th>Gorkha</th>
<th>Rupandehi</th>
<th>Mugu</th>
<th>Kanchanpur</th>
<th>Lalitpur</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Below 5 Years</td>
<td>13</td>
<td>37</td>
<td>30</td>
<td>30</td>
<td>112</td>
<td>19</td>
<td>29</td>
<td>20</td>
<td>290</td>
</tr>
<tr>
<td>2</td>
<td>5-10 Years</td>
<td>18</td>
<td>33</td>
<td>20</td>
<td>21</td>
<td>32</td>
<td>3</td>
<td>21</td>
<td>20</td>
<td>168</td>
</tr>
<tr>
<td>3</td>
<td>11-15 Years</td>
<td>12</td>
<td>28</td>
<td>12</td>
<td>18</td>
<td>16</td>
<td>13</td>
<td>30</td>
<td>15</td>
<td>144</td>
</tr>
<tr>
<td>4</td>
<td>16-20 Years</td>
<td>11</td>
<td>5</td>
<td>27</td>
<td>12</td>
<td>10</td>
<td>0</td>
<td>13</td>
<td>10</td>
<td>88</td>
</tr>
<tr>
<td>5</td>
<td>21-25 Years</td>
<td>19</td>
<td>7</td>
<td>17</td>
<td>24</td>
<td>14</td>
<td>0</td>
<td>9</td>
<td>10</td>
<td>100</td>
</tr>
<tr>
<td>6</td>
<td>Above 25 Years</td>
<td>13</td>
<td>22</td>
<td>16</td>
<td>16</td>
<td>21</td>
<td>17</td>
<td>15</td>
<td>33</td>
<td>153</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>86</td>
<td>132</td>
<td>122</td>
<td>121</td>
<td>205</td>
<td>52</td>
<td>117</td>
<td>108</td>
<td>943</td>
</tr>
</tbody>
</table>

The data presented in the table above shows that many of the teachers (30.75%) understudy had the working experience of less than 5 years. That means, they were newly appointed teachers, which is really a good sign as the newcomers. Likewise, 17.81 percent teachers had the work experience of 5-10 years following 16.22 as having experience of above 25 years. Similarly, 15.27 percent of them had the experience of 11-15 years of working in the schools. About 10.60 percent teachers had the work experience of 21-25 years whereas; rests of 9.33 percent had 16-20 years of working experience. This shows that there was high portion of experienced teachers in the schools; however, the number of teachers having experience of more than 20 years was more in number. The newcomers were also relatively good in number. By this, the study shows that if the number of teachers having experience of more than 20 years can be lessened by substituting with the new comers, the quality of the delivery may be improved in school mainly due to the use of ICT in the classroom.


2.2 Teacher Preparation

Teacher training has been made mandatory to become a teacher. At present, B.Ed, and M.Ed. degrees offered by universities, Higher Secondary Level Education Certificate in Education and some trainings such as Montessori trainings are considered as teacher preparation programmes. Few years back, there was primary level pre-service teacher training of ten month under NCED as a teacher preparation course but discontinued.

Teacher preparation programs/pre-service teacher training programs have been in operation since the establishment of College of Education in 1956, a degree granting college under Ministry of Education. Later, with the implementation of National Education System Plan 1971-1976, College of Education was renamed as Institute of Education and placed under Tribhuvan University. For a long time, Institute of Education, which was again renamed as a Faculty of Education, has been preparing teachers for primary and secondary schools.

In present context, we do not have such strong provision of doing teacher preparation course before entering in teaching profession. As a teacher preparation course, students of education faculty in colleges or universities are doing it in the name of practice teaching i.e. just 45 days. As for the fulfilment of requirement of course in faculty of education in the universities and HSEB in education steam, students are required to be involved in 45 days’ practice teaching/ student teaching. It is done in all the levels such as I. Ed/ +2, B. Ed and M. Ed immediately after the completion of their final exam of each level but now in universities, I. Ed level is phased out.

The SSRP stated that one year ‘Teacher Preparation Course’ on the top of the minimum academic qualification will be required at both levels (Basic and Secondary level) for those candidates who have academic qualification other than the Higher Secondary Education Certificate with Education, Proficiency Certificate in Education, B.Ed. and M.Ed. In connection with this provision, Faculty of Education, Tribhuvan University has developed a Teacher Preparation Course (TPC) with one-year duration for those candidates who have the qualification of non-education faculty. Recently, selected constituent and affiliated campuses of Tribhuvan University, which are conducting the programs of Faculty of Education, will conduct the one-year TPC for basic level, for which preparatory work has been completed.

Similarly, SSDP (2016) states that per-service teacher education (for teacher preparation) will include the development of a national teacher competency framework for pre-service teacher preparation to guide teacher education
institution to reform the curriculum and deliver pre-service teacher courses. The competency framework will be used for the recruitment of teachers, guidance for teacher professional development and performance appraisal.

Since teacher training is made mandatory to enter the teacher profession, pre-service teacher training is essential. To date, Faculty of education – for the students of education and some other private training centres have been preparing teachers by providing trainings to enter in teaching but this is not sufficient. The stakeholders view that the responsibility of teacher preparation/pre-service teacher training should be given to the Universities. The course duration should be 6/9/12 month course incorporation with both theory and practical.

In process of empowering local authorities in federalism, as per the local need, special programs should be launched for the preparation of Math, science and English teachers in sufficient number. The state should provide special facilities for preparation of such programs. Many professional organizations also emphasize that pre-service teacher training should not be meant only as requirement but there is need to establish strong linkage between training and quality education and as well training and teachers’ career path. Perhaps, it will be better to make involve in at least one/two months’ pre-service teacher training even those who are selected as the permanent teachers by TSC.

TPC should offer the teachers to prepare for teaching all the subjects at the foundation grades (grades 1-3) with options for specializations in multi-grade teaching and at least three subjects of the basic education (grades 4-8) and teaching at least two subjects at the secondary education (grade 9-12)

2.3 Selection, Appointment and Placement of the Teacher

Teacher Service Commission (2057), section 3, rules 9 and 10 have made policy provisions for the selection/recruitment of teachers. Similarly section 3, rule 7 of the teacher service commission regulation 2057 has defined the placement policies and procedures of the teachers at schools. According to these rules, in community run schools, as per the rule 22 (ng), school management committee in the chair of SMC forms a teacher selection committee in assistance and collaboration with district education office. After this public notice, the selection committee selects teacher with written and practice examination of 150 full marks. Afterwards the committee certifies the SMC recruits the selected candidate as teacher and make placement to the school.

After the fourth, fifth, sixth and eighth amendment of the Education Act, 2028, the article 11 (kha) has made provision of a central level teacher service commission for the recruitment and deployment of teachers for permanent post.
Based on the same, government of Nepal has launched Teacher Service Commission Regulation, 2057, according to the delegated authority of the article 19 of the act. With these two legal provisions, as an administrative wing of the ministry of education, the teacher service commission deserves the sole authority of the recruiting teachers for permanent post in Nepal. However, it is seen that it was announced the vacancies for permanent post of teachers for 17 years (since 2052, BS). Due to this, the seventh amendment of education act had made provision of recruiting temporary and other (Rahat, PCF) teachers through the SMC. After 2071 B.S., TSC as a main authority to select the permanent teachers, its reliability has been increased as it has been announcing the vacancies and fulfilling the vacant posts but still due to the pitfalls of the political movements in Nepalese context, it has become unable to recruit the permanent teachers as per the need. Due to lack of sufficient permanent teachers, there has been created a problem in deployment and redeployment of teachers much effectively.

2.4 Transfer and Promotion of the Teacher

The transfer and promotion of the teacher have been discussed separately in two different sub-headings as below:

2.4.1 Transfer of Teacher

Transfer of teacher, includes the movement of teachers within or across the different places or schools, is also a part of teacher development as it is directly related to the professional issues and career path. According to Education Regulation (2059), chapter-17, Rule 99 provides the provision relating to transfer of the teachers. The teacher willing to get transferred shall submit to the District Education Officer application in the format as per the schedule-17(1). Normally, female and physically handicapped teachers shall not be transferred to any unsuitable place (2). Before the 8th amendment of the Education Regulation, the transfer of the teacher was only possible after the work period of five years in remote and seven years in urban areas but the amendment eased in transfer system. According to its new provisions, teacher with less than one-year experience or teachers who are going to retire in less than one year will not be transferred.

Generally, teachers of public school will not be transferred opposed to their will. Individual teacher who wants transfer can apply to transfer if both SMCs agree the transfer process. After the application, district education officer verifies the process and make transfer of him/her. The transfer system of teacher has two different steps. However, district education committees are responsible for teacher transfer DEOs are reported to be passive due to local politics. Thus, DoE and
DEO are only the authority for teacher transfer. According to the Education Regulation, DoE can transfer permanent teachers nationwide while DEO can transfer teacher within the district only after the permission from regional education office. This transfer provision is only for the permanent teachers of the community schools.

Education Rules (2059), Rule 98 has mentioned that no teacher shall be transferred to the school where there is no vacant post and the post of one subject, the teacher of another subject shall not be transferred. Besides these provisions, teacher transfer and posting is highly politicized and has resulted overstaffing and shortage at various other schools and locations, particularly at primary level and in Terai region. Teacher transfer done under the rationalization scheme will have to be supported by through a reform in teacher service rules, incentive schemes for the teachers transferred to difficult and remote/distance areas, and agreement with the teacher unions (Shams, Thapa & Parajuli, 2014).

2.4.2 Promotion of Teacher

Education Act and Education Regulation have made a provision of separate teachers for primary, lower secondary and secondary levels. Teachers are eligible for promotion at each of these levels, once they become permanent. For promotion purpose, three classes have been created at each level. In the beginning, teachers for each are appointed in the third class and later they are promoted to second class and then first class on the basis of predetermined criteria. To date, Teacher Service Commission has been performing the task of teacher promotion.

TSC Rules (2057), in chapter four, ‘The rules’ mentions the provisions relating to promotion. The rule 27- in order to be a candidate for promotion, one shall have to be a permanent teacher having completed the service period of five academic years in the post of the concerned class but if the person who wants to be candidate has been suspended, during the period of suspension, or if promotion is suspended or if decreased to the lower rank for two years or if the salary increment is suspended for the period of one year from the date of suspension, he/she can’t be a candidate for the promotion.

The rule 28 (1) gives the rule of posts for promotion and basis for promotion. Out of the vacant posts of the first and second class of the primary, lower-secondary and secondary levels, twenty five percent of the posts shall be fulfilled through internal competitive examination and seventy five percent shall be fulfilled on the basis of work performance evaluation. (2) The commission shall, while making recommendation of teachers for promotion, recommend on the basis of the work
efficiency of the teachers. The maximum of 100 marks shall be given as such- 30 marks (for seniority of service), 15 marks (academic qualification), 15 marks (training) and 40 marks (for work performance evaluation). The commission shall make recommendation of the teacher getting highest marks first. In case of teachers getting equal marks, recommendation for promotion shall be made on the basis of seniority of service.

Teacher promotion should take into account teacher job description/ professional standards, teacher annual appraisal, course completion requirements, teacher qualification and years of experience. The annual appraisal documents for each year of service between the last and current promotion shall be reviewed and considered carefully when promotion decision being made.

Under the SSRP there are four stages proposed in the teacher professional career path: beginner, experienced, master and expert, for both basic and secondary level teachers- however, these are not yet implemented. Provisions will be made to upgrade teachers based on indicators such as time on task, seniority, qualification, training and students’ achievement in their respective career path. Teachers with additional qualifications will gain eligibility for fast-track career progression at the relevant levels.

Education Regulation (2059), Rule 89 has given the classes/categories of teachers that is remained in district on the basis of total number of the teachers that is shown in the following table:

<table>
<thead>
<tr>
<th>Total seats</th>
<th>Third class</th>
<th>Second class</th>
<th>First class</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>4</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>10</td>
<td>8</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>15</td>
<td>12</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>20</td>
<td>16</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>25</td>
<td>20</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>30</td>
<td>24</td>
<td>6</td>
<td>0</td>
</tr>
<tr>
<td>35</td>
<td>28</td>
<td>7</td>
<td>0</td>
</tr>
<tr>
<td>40</td>
<td>32</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>45</td>
<td>36</td>
<td>9</td>
<td>0</td>
</tr>
<tr>
<td>50</td>
<td>40</td>
<td>9</td>
<td>1</td>
</tr>
</tbody>
</table>
Above table shows that number of teacher by class or categories in district. On the basis of number of the teachers in district, the promotion of teachers is carried out. But the number of higher classes/categories on the basis of number of teachers seems very limited. In fact, this limited numbers of seats in higher class and only three layers of classes have created a complication in the process of promotion. Due to limited seat, not all the qualified, experienced and eligible teachers working at school are promoted.

Education Regulation (2059) has set criteria for teacher promotion. There are two types of promotions- file promotion and internal examination. There is separate standard and content of file promotion. This content is given below:

<table>
<thead>
<tr>
<th>Category</th>
<th>Point</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum qualification</td>
<td>- 2.5 point/year (up to 35)</td>
</tr>
<tr>
<td></td>
<td>- 20 point (more than 60%)</td>
</tr>
<tr>
<td></td>
<td>- 15 point (more than 45%)</td>
</tr>
<tr>
<td></td>
<td>- 13 point (more than 40%)</td>
</tr>
<tr>
<td>Level beside minimum qualification</td>
<td>More than 60%-5, more than 45%-4, more than 40%-3</td>
</tr>
<tr>
<td>In-service training</td>
<td>10 point (final result scoring more than 60%-10, more than 45%-8, more than 40%-6)</td>
</tr>
<tr>
<td>Teacher evaluation</td>
<td>35 point (student achievement-15’, research-5, Special responsibility-5, external evaluation-10)</td>
</tr>
</tbody>
</table>

Source: TSC Regulation, 2057

This promotion provision does not seem actually promote the promotion of teachers. Because of this, many teachers are compelled to work in the same post for decades. Again, if see at higher secondary level, there is the provision higher secondary level teachers but none of them are permanent. At this level, provision of promotion has also not yet been made. Thus, the pool should be revised and criteria should be based on local level, not in district.

2.5 Distribution, Deployment and Redeployment of the Teacher

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

- Deployment with central authority
- Deployment in market system.

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

Thus, deployment of teachers with the central authority is centralized practice of teacher deployment. It basically expects top-down approach to teacher deployment. Market system is a mean for decentralization practice in which teachers are managed locally. Based on the same background, government of Nepal has delegated its authority of teacher management to the SMCs. However, there are many problems in the local level as the SMC members are more political rather than academic with low qualification. For teacher deployment, Education Regulation 49 has set a criterion of minimum requirement. Some of the conditions set for teacher deployment are as follow:

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

As the process of teacher deployment in present context to Nepal is concerned, the teachers are deployed in permanent, temporary, rahat, PCF and community funded quotas. There are separate processes for their deployment.

As redeployment of teachers is a mean to overcome the uneven deployment of teachers at schools, it is also not observed so easy. Balance in teacher management should be created through redeployment from over-staffed schools to under-staffed schools and also from urban and facilitated area to remote places. According to the rule, District Education committees (DECs) are responsible for teacher redeployment but official sources of DEO, DOE's and TSC, teacher redeployment in recent years is affected by the lack of support from teacher union and politically affiliated teachers’ professional organizations.
The SSRP successfully realigned the overall schooling structure, with basic education covering grades 1 to 8 and secondary education grades 9 to 12. The constitution of Nepal (2015) entails re-orientation of the governance and management of the educational system and its delivery mechanisms, especially to meet the new guaranties of free and compulsory basic education and free secondary education. It also requires consolidating the capacity of central and provincial education agencies to provide oversight, set standards and support local levels stakeholders and aligned the roles of, SMCs including for the teacher management.

The SSDP (2016) forwards strategic theory of change including quality and effective pedagogy and teacher management and professional development. Teachers are the one who translate the curriculum into classroom situation. From the period of SSRP, availability of sufficient number of qualified and competent teachers in school have been considered as pre-requisite for efficient delivery of curriculum and have also been regarded as one of the 5 PMECs. Therefore, the SSDP has raised and discussed the issue of teachers’ distribution across the level and geographical location.

2.6 Criteria for Teacher Rationalization and Redeployment

The ‘Teacher Rationalization and Redeployment Plan- 2016/17’ states, “In some parts of the country there is an excess of teachers whilst in other parts, there is an insufficient number. Due to unbalanced distribution of teachers, there is a shortage in more remote areas. Female teachers are under-represented throughout the system and their numbers are the lowest at the secondary level. Many schools have an inadequate number of subject teachers with government only funding two subject teachers for grade 11 and 12 per school. Due to limited number of good science, math and English teachers, many school classes are handled by teachers having inadequate competency in the subjects. This has effected seriously in the quality of education”. However, distribution of teachers as per the requirement of schools and redeployment of them from surplus schools or level to shortage one is yet to be rationalized. Hence, this plan is prepared to address these problems in the school education on a planned manner.

This plan mentions the following criteria for teachers’ rationalization and redeployment.

1) Lower Basic (grades 1-5) level:
   a) If the school is running grade 1-3/1-5, and has less than or equal to 20 students, that school will be considered multi-grade school and will be allocated one teacher position.(As 50 students is the optimal norm for a
teacher position, 40 percent less of that is considered as viable unit for multi-grade setting), with a future plan of downsizing the schools with 1-5.

b) If the school is running grade 1-3, and has less than or equal to 50 students, that school will be considered multi-grade school and will be allocated 2 teacher position.

c) If the school is running 1-3 grades and have more than 50 students - 3 teacher.

d) If the school is running grade 1-5 and have less than or equal to 50 students - two teacher multi-grade school. (new proposed 3 teachers)

e) If the school is running 1-5 grades and have more than 50 and less than 80 (new proposed 100 students) students - three teacher multi-grade school. (new proposed 4 teachers)

f) If the school is running 1-5 grades and have more than 80 (new proposed 100 students) and less than/equal to 120 students (new proposed 150 students) - four teacher multi-grade school (new proposed 5 teachers).

g) If the school is running 1-5 grades and have more than 120 students (new proposed more than 150 students) - five teacher (new proposed could be 6 teachers)

2) Upper Basic (grade 1-8) level:

a) If the school is running only grade 6, two teachers will be allocated.

b) If the school is running grade 6 and 7 with less than or equal to 50 students, 2 teachers, more than 50 students, 3 teachers.

b) If there are less than or equal to 50 students - 3 teacher (1 teacher capable of teaching English and other 3 subjects and 1 another teacher capable of teaching mathematics, science and other two subjects.

c) If there are more than 50 students - 4 teachers (out of four teachers, there must be one teacher capable of teaching English and other three subjects and one teacher capable of teaching mathematics and science and other two subjects)

3) Secondary (grade 9-10) level

a) If there are 50 or less than 50 students in total at grade 9-10 secondary level- four teachers (out of four, there must be one teacher capable of teaching English and one other subject and another one teacher capable teaching mathematics and science)
b) If there are more than 50 students-5 teachers (out of five, there must be one teacher capable of teaching English and one other subject and another one teacher capable of teaching mathematics and science.

4) Common condition for allowing separate section in a class:

If there are more than 56 students in mountain, 68 students in hills and 70 students in Terai and Kathmandu valley, separate section in that class will be allowed, and one additional teacher should be allocated in each of the lower basic (1-5) and upper basic (1-8) and two teachers capable of teaching English, Math and science will be allocated for secondary (9-10) level. (Note: The assumption is that section will be allowed only after having 40% additional students in the class.)

The major objective of this plan is to deploy and redeploy teachers based on revised norms, so it will help to ensure accountable, competent and qualified teachers across the level and schools and prioritizing the science and math subject teachers. For this, first we need to analyze the status of shortage/deficit and surplus of teachers at different level and different schools. Then, we rationalize the teachers to maintain the appropriate size of STR. In redeployment process, we redeploy the teachers from surplus areas/levels to shortage areas/levels.

The policy guidelines to rationalization and redeployment approved by MoE provide the clear basis for the rationalization and redeployment of the teachers at lower basic (grade 1-5) level; Upper basic (1-8) level and secondary (grade 9-10) level. According to provision of Education Regulation and ‘Policy and guidelines’ mentioned above, the EMIS data (of DoE for schools year 2073) reveals that 37 districts out of 75 have shortfall of teacher positions in primary level while, at the same time, 38 districts have surplus of these positions.

Upon looking at the information of each school, 25233 teachers are surplus and 26317 teachers are deficit in different schools. Among the 25233 surplus teachers of those schools, 11262 teacher positions are deficit in the lower secondary level within the same school unit (while considering both lower basic and upper basic level as one unit)- overall deficit 12346.

Likewise, there is significant shortage of teacher at lower secondary across the country except in the three districts (Kathmandu, Manang and Mustang). Upon looking at the information of each school, 2878 teachers are surplus and 26024 teachers are deficit in different schools. Among the 26024 deficit teachers are deficit in different schools 11262 teachers can be rationalized from the lower basic to the upper basic within the same school unit-11884 real deficit.
Similarly, there is a severe shortage of teacher position at secondary level across the country except in two districts (Manang and Mustang) while analyzing the information of individual schools, 891 teachers are surplus and 22315 teachers are deficit in different schools resulting into overall shortage of 21424 teachers positions.

This plan has also mentioned some working prong strategies for rationalization and redeployment of teachers:

- Rationalization (deputation) of teachers from lower basic to upper basic.
- Transfer of teachers
- Creating new teacher positions
- Providing salary grant to schools for hiring teacher

Teacher redeployment will require a national level teacher rationalization exercise with support from EMIS and through school mapping to make sure that enough number of teachers is available in every school to meet the needs of the children.

Government of Nepal has formed the ‘Teacher Service Commission’ is the central authority for the deployment and redeployment of the teachers. For this, government has released TSC regulation 2057, under education act-2028.

2.7 Teachers’ Professional Development

Teachers’ Professional Development refers to a formal in-service training to upgrade the content knowledge and pedagogical skills of teachers. TPD is widely viewed as an important means of improving teaching and learning. It enhances the teachers’ knowledge, skills and enables them to consider their attitudes and approaches to the education of children, with a view to improve the quality of the teaching and learning process. In other words, the process of making teachers competent at applying the knowledge and skills they have acquired in the classroom practice is teacher professional development (TPD). Professional development of a teacher is an ongoing and comprehensive process which starts with the pre-service education; trainings etc. and continue until the retirement. Teachers’ professional development is the sum total of formal and informal learning pursued and experienced by the teacher in a compelling and dynamic change (Fullan (1995, p. 265).

Worldwide, professional development of teachers is increasingly seen as a career-long process, with continuous feedback loops between theory, practice and research. More specifically, teacher professional development includes such
activities as life-long training, networks of learning teachers, action research, community relations, evaluation and accountability (Bhumi & Suwal, 2014 p-66).

The major responsibility for teacher development lies with National Centre for Educational Development (NCED) at present. NCED had been conducting a ten-month primary level in-service teacher training in three phases through its Educational Training Centre (ETCs) and selected constituent campuses of Tribhuvan University. The first phase of training was centre based and of 2.5 months’ duration. The second phase of training was conducted through the distance mode in the duration of 5 months, whereas the third phase was both centre-based and school-based, with the duration of 2.5 months. The ten-month in-service training for secondary school teachers conducted by NCED also followed the same pattern of the ten-month primary teacher training (ibid).

Because of the ten-month teacher training of both levels, the number of teachers with training certificates has been drastically increased. As reported by the Project Performance Report of Teacher Education Project, after the implementation of Backlog Clearance Campaign, only two percent out of the total 81310 teachers working under approved positions are left out to enrol in training for various reasons. In this context, it was felt that there was no need for continuing these teacher trainings and hence, these training programs have been stopped.

TPD for in-service teachers in Nepal has been mandated between NCED and DoE. The NCED through ETCs and LRCs, and the DoE through RCs have been reaching out to teachers for various interventions under the teacher professional development. The current TPD program offered by the NCED provides a 30-day professional development opportunity over many years in Nepal. The program, offered in three stints of ten days each is a mix of face-to-face, self-study exercise and instructional counselling, and is offered by the RP and roster trainers (co-opted high school teachers whenever training programs are to be implemented). There is hardly any follow up training programs, and classroom level mentoring or support to teachers is also non-existent. According to a report from the NCED, content retention from the training program is less than 50% among teachers. There is hardly any mentoring support provided to teachers at the classroom level.

Continuous Professional Development for teachers is not an easy intervention to pursue in the context of Nepal where teacher education is marred with weak pre-service programs on top of weak student’s in-take into teacher training institutions. The deployment of more RPs at each RC level can ensure that a more regular follow up and mentoring effort may be carried out, but this will require
huge financial resources for further hiring and for supporting the mobility of RPs if the existing training model is to be pursued effectively.

2.7.1 The SSDP and Professional Development

Undoubtedly, teachers are taken as the key human resource in any nation’s education system and hence, teacher management and development becomes a critical component which any government cannot ignore it if it wants to ensure delivery of quality education to the children at large. Ensuring quality and needs-based teacher professional development and performance-based and accountable teacher management is one of the main elements in SSDP’s theory of change. With an investment of around 70% of the total SSDP budget, teacher salaries are considered as the prime resource to establish quality education. Strong ownership of SSDP’s program by teacher professional organizations are crucial, even more so with respect to the need to transform the teacher management and professional development structure to accommodate the upcoming decentralization of the education system under the federal system.

The role of education training centres (ETCs) at district levels will be further strengthened and professional development packages developed at provincial and district levels to allow contextualization, after which they will be approved at federal levels by the National Centre for Educational Development. During their tenure, teachers will return to ETCs for in-service and refresher training at set times and will be linked with senior teachers to mentor and guide them on translating the obtained skills into practices in the classroom. Teachers will also be capacitated to undertake continuous assessment for education within their classroom to ensure that the strategies applied unleash learning outcomes that accommodate the needs and interests of students. Within available in-service training and professional development opportunities, teachers will be encouraged to undertake regular self and peer-assessments to identify their professional development needs.

SSDP’s professional development objectives are as follows:

- To enhance teachers’ qualification and professional competencies to better facilitate student learning processes.
- The provision of qualified competent teachers.
- To ensure that teaching-learning days and teachers’ time on task is in line with government directives and guidelines.
- To maintain high morale and motivation for teaching and learning among teachers and students.
The strategies of SSDP (2016) for improving teacher professional development are as follows:

- Redefine roles and responsibilities among the institutional arrangement for teachers’ professional development, such as (local) resource centers and ETCs.
- Run teacher preparation programs to supply adequate teachers to teach core subjects such as science, mathematics and English, as well as TVE subjects.
- Develop teacher performance appraisal systems that recognize outstanding teachers with certification and link these systems to further career development opportunities and incentives.
- Introduce career paths for the promotion of teachers to higher levels.
- Develop a mentor program that enforces peer support for and the monitoring of the translation of professional development into improved quality classroom teaching-learning practices with special consideration for an induction year for new teachers.
- Introduce a compulsory inclusive education (IE) module in pre-service programs to provide basic knowledge and skills on (i) the needs and abilities of children with special needs, (ii) child-centered pedagogical methods and (iii) active and participatory learning techniques, instructional accommodation and activity differentiation.
- Strengthen CAS as a tool that guides teachers in self and peer assessment on applying student-centered and child friendly teaching methodologies.
- Engage with universities to reform and strengthen the preparatory courses for teachers and to strengthen student-centered and child friendly learning methodologies.
- Make teacher professional development (TPD) mandatory using centrally designed modules for teachers of different levels and subjects, including on early grade reading (especially focusing on the teaching of languages), the use of basic science kits, student assessments (including formative and summative), activity-based leaning and English, math and science at secondary level.
- Provide demand based as well as needs-based short and medium term training programs for teachers.
- Provide training for teachers on teaching children with a first language other than Nepali, Nepali as a second language, and teaching multiple languages, including transitions between languages.
- Develop strategies to respond to the professional development needs of teachers in the context of disaster-affected areas (for example strengthening counseling and multi-grade, multi-level teaching in temporary facilities.

Diverse teacher professional development programs will be strengthened including one-month in-service certification training, refresher courses and other on-demand short courses including online self-learning courses and courses responding to specialized needs like special needs education. In addition, schools and district education officers will be encouraged to implement school and cluster-based teacher development activities ranging from mentoring to participation in professional forums. Finally, in-service certification courses will be implemented through ETCs and lead resource centres (LRCs)

With regard to teacher professional development, the SSDP (2016) program aims to provide for the development and delivery of centralized (or centrally validated) in-service training programs through ETCs and lead resource centres. Alongside this, diverse means of continuous professional development will also be introduced, including online and mobile phone based self-learning resources, short modular courses, support for development and sustenance of subject teacher networks and school based professional development for secondary teachers.

In-service teacher professional development will include mandatory induction training for all new recruits (including pre-primary class [PPC] teachers) for ten days followed by school based learning. With regard to the in-service training, provisions have been made to provide one month and refresher training for PPC/ECED/PPE teachers, to train 56000 teachers lower basic level (grade 1-5) teachers on EGRP, and to provide certificate training for 54000 teachers of basic and secondary level for a period of 30 days (in two modules, including 10 days of school-based practice). These courses will include a variety of topics including how to develop reading skills in students, the use of ICT in pedagogy, the use of basic science kits, student assessment (including formative and summative) and activity based learning. These courses will be designed and conducted by the NCED and ETCs (and LRCs). Certification of having passed the above courses is proposed to be made mandatory for promotion. Furthermore, modular short duration refresher courses will be provided for 60000 teachers (SSDP, 2016).

SSDP focuses on both pre-service and in-service teacher trainings for the professional development of teachers. For this purpose, NCED is taken as the apex body for teacher professional development with its branches in each state. The plan states that NCED should be made responsible for designing innovative
teacher training models. Besides, NCED will also do such works as preparing national curriculum framework for in-service teacher training, coordination among the training providers, facilitation in developing training policies, designing teacher competency standards and training standards for quality assurance.
CHAPTER THREE

ISSUES FACED AND LESSON LEARNT

This chapter has dealt with the issues faced, lessons learnt and needs of the school based on the data collected from teachers, head teachers, SMC/PTA members, local level authority, and DEO. For the effective presentation, the chapter has been dismantled in three different sub-headings.

3.1 Issues Faced in Mobilizing the Existing Pool of Teachers

Teacher mobilization is highly politicized issue in the context of Nepal. Specifically, the following practices and issues are surfaced while mobilizing the existing pool of teachers in Nepal.

3.1.1 Uneven distribution of teacher

The distribution of teacher seems unjustifiable from the existing practices. Due to unfair distribution of teachers, there are shortage teachers more in remote areas. Many schools have an inadequate number of subject teachers as the government funds only two-subject teachers for grade 11 and 12 per school. Due to limited number of Science, Maths and English teachers, teachers having inadequate competency in the subjects, which has affected seriously in the quality of education, handle many classes. Teacher distribution is a challenging task in Nepal as the teachers have a preference to be posted in urban or less difficult areas and this has resulted in a lop-sided deployment of teachers influencing rural and impoverished areas in Nepal.

According to the Flash Report for 2016-2017, on average, the school student ratios are 1:119 at primary, 1:123 at lower secondary, 1:172 at basic (1-8), 1:106 at secondary, 1:134 at higher secondary and 1:155 (9-12) at secondary levels. Similarly, the student-teacher ratios (based on the approved positions of teachers) in community schools are 34:1 at primary level, 60:1 at lower secondary level and 39:1 at secondary level, highlighting the need of increasing teacher positions, especially at lower secondary level. Based on the PCF salary fund for community schools in the Fiscal year 2071/072 (by considering the PCF fund as the number of teachers and adding this into the existing number of teachers by level) the STR 34:1 will be at primary level, 53:1 will be at lower secondary level and 36:1 will be at the secondary level respectively. There is no distribution of teachers on the basis of this ratio, rather it is uneven. So, the situation is much imbalance and dreary when we look at student teacher ratios considering only approved teachers.

At the secondary and higher secondary levels, the availability of subject specialist
teachers has also become a challenge, and the student to teacher ratio for subject specialists may depict an even more crucial situation.

Behind uneven distribution of teachers, different political or administrative pressure is being pursued by the candidate to seek mobilize. The distribution of the teacher is done unsystematically and with full of bias; more than needed and less than needed (both in total and based on subject wise need). The distribution is based on favouritism, nepotism, political access as well as incapability of the SMCs for strong management, political pressure, intervention, and interference, geographical complexity and low social and academic responsibility bearing by the teachers. On such condition, the concerned authorities-DEO and DoE must be strong and impartial on their roles and duties for proper mobilization and distribution of teachers.

3.1.2 Promotion

Teacher promotion should take into account teacher job description/professional standards, teacher annual appraisal, course completion requirements, teacher qualifications and years of experience. Provision is done to upgrade teachers based on indicators such as time on task, seniority, qualification, training, and students' achievement in their respective career path. Teachers with additional academic qualifications will gain eligibility for fast-track career progression at the relevant levels. Education regulation has set criteria for teacher promotion. There are two types of promotions- file promotion and internal examination. The existing system for the promotion of teachers is; the screening committees in each province to evaluate teachers in three steps: document screening, teaching capability observation and peer interviews and an in-depth interview with the teacher.

Currently, the district level pool of 40:9:1 teacher respectively in III, II and I class in promotion system which cannot actually promote the promotion of teachers. This promotion ratio of the teachers does not propel them for their better performance. It can also be one of the reasons behind less attraction towards teaching in schools than other governmental services. Not only this, this pool ratio has compelled to the teachers to work in the same post for decades. To date, TSC has been performing the task of teacher promotion. Performance appraisal of teachers done by the head teacher and reviewed by the District Education Officer is one of the criteria for teacher promotion. Similarly, the provision of two separate teachers for higher secondary level has been brought and now in practice but till yet there is no any provision and process for the permanent posts of higher secondary level teachers. So, at this level, provision for promotion has not yet
been made clear. Thus, the pool should be revisited and should be based on local level, not in district.

3.1.3 Scarcity of the teachers

Government of Nepal has formed the Teacher Service Commission as the central authority for the deployment of placement quota of the teachers. For this, government has released TSC regulation 2057, under education act-2028. However, there is no separate act for TSC. Further, ‘Educational Regulation 2059’ has put the ideal student teacher ratio of 50, 45 and 40 respectively in Valley/Terai, Hill and Mountains. As deployment of teacher with central authority, system is concerned; teacher's performance, composition and dynamics of teachers, need of the society and the preparedness of the teachers are taken into consideration however, market system has some more other local consideration (Shakya, 2012). The teachers in Nepal are deployed in permanent, temporary, rahat, PCF, and community funded quotas. According to the Flash Report 2016-2017 there are 25,2421 teachers at the Basic Education Level (grades 1-8) and 60,266 teachers at the Secondary Level, in community (government) and institutional (private) schools. Out of the total number of 31,2687 teachers in Nepal from grades 1-12, there are 86,262 teachers working in institutional or private schools and the remaining 22,6425 are in government schools.

Out of the total teachers in community/government schools different sorts of teachers such as approved, temporary, rahat, and so on are on work who have been appointed under various permanent and non-permanent schemes. However, there is no timely vacancy by TSC, which has resulted scarcity of teachers. Similarly, there is no provision for the permanent teachers in grade 11 and 12. The scarcity of teachers is high for special need education and technical stream too. The respondents have suggested that district wide vacant positions should be maintained in a database available with the DEO who can provide it to the TSC to guide the required number of teachers needed in every school for that district.

3.1.4 Types of Teachers

The TSC is the main authority for recruiting teachers for permanent post but the government of Nepal has made provision of recruiting temporary and contract teachers through SMC at local level. TSC source adds that to solve the problems of teacher management at schools, GoN has practiced different provisions like Rahat and PCF system. Due to this, there are different types of teachers at schools in Nepal, now. Shakya (2012) in the mid-term evaluation of SSRP notes 12 types of teachers working at Nepalese schools as-Permanent teachers, Temporary teacher, Rescore person, Kaaj teachers, Special school
teacher, Rahat teacher, PCF quota teacher, Substitute teacher, Female teacher, Community funded teacher, I/NGo funded teacher, and Voluntary teachers. There are separate processes for their deployment which has mad confusion the teachers themselves.

3.1.5 Teacher Transfer

Transfer of teacher is also a part of teacher development as it is directly related to the professional issues and career path. Basically, the practices in Nepal reveal that there are no set and systematic criteria based transfer. Moreover, transfer bases on political, economic, social and power accesses and other aspects like; geographical and subjective proximity. In our context, DoE and DEO are only the authority for teacher transfer. According to the Education Regulation 2059, DoE can transfer permanent teachers nationwide while DEO can transfer teacher within the district only after the permission from regional educational office.

3.1.6 Capacity of the Teachers

Mostly, the basic level teachers in Nepal are old and outdated, having only SLC as their qualification. Those teachers are not familiar with ICT and modern instructional pedagogy, and are not updated. As they entered in the profession by hook and crook, and remain same by the end of the service. Similarly, there is strong impact of politics among the teachers. Not all but some of the teachers are holding their post of teacher on the basis of their political ideology and power. They lack sense of professionalism and devotion towards their profession. They lack the knowledge of not only ICT skills but as well about the resources that can be gathered from them. In our context, no teachers are involved in classroom researches and in writings related with profession. Though they have qualification, they still lack education that could be strong enough to uplift the entire education system.

3.1.7 Performance appraisal for the sake of appraisal

Teacher appraisal is defined as a process of staff development aimed at the professional development of the teacher through collegial interaction in order to enhance the quality of teaching and students' learning. The relationship between teacher appraisal and the day-to-day duties of teachers, the extent to which it leads to improvements in the teaching and students' learning process is really how it addresses the staff development needs of the teachers. Teacher Performance Appraisal (TPA) system in Nepal is only for permanent teachers that use 12-15 indicators to carry out. However, the appraisal is essentially a requirement for promotion, and is not used to carry out any performance accountability of the
teachers. The outcome of appraisals does not have any bearing on teacher salary increments and the decisions for promotions are also made as long as the necessary paper work is complete, regardless of whether teacher performance has been questioned or not. In any case, in the absence of a proper job description that would include performance benchmarks, holding teachers accountable against an evaluation does not make much sense.

The TMIS can be a right way and process for making teacher appraisal more objective and performance based. There is a wide agreement that teacher appraisal system should be linked to teacher performance. However; there is no consensus about the bases on which teachers’ performance can be determined. There is, therefore, a need for the appraisal system to incorporate some sort of a portfolio of teaching practices. Irrespective of the exact basis for teacher appraisal, the literature on teacher appraisal suggests that teachers need to be given very clear criteria well in advance against which they will be judged, and provided an opportunity to maintain and defend a portfolio. But in ground reality, the teachers are facing the problems of promotion, and reward and punishment for a long time.

3.1.8 Weak monitoring, supervision and evaluation

The monitoring, supervision and evaluation are integral part of teacher professionalism. The ultimate goal of monitoring and supervision is to help teachers improve classroom instruction. Similarly, the evaluation judges the teacher's performance against standards set by a school, district, nation etc, but supervision is non-judgemental and does not seek to blame teacher for any perceived shortcomings. However, in the context of Nepal, the monitoring, supervision and evaluation processes in educational sector are really weak and shadowed.

3.2 Lesson Learnt by the System in Mobilizing the Existing Pool of Teacher

The data collected through interviews, observations and focused group discussion with teachers, head teachers, SMC/PTA members, local level authority, and DEO has given us the following lesson that we learnt.

There should be class wise teacher quota in lower basic (1-5) level and subject wise teacher quota in upper basic (6-8), and secondary level (9-12) should be provisioned. Over the last 15-20 years, there have been complex teacher recruitment procedures in Nepal. Historically, there have been numerous teacher recruitment regimes as district teacher selection committee (DTSC) after 1971, regional TSC (RTSC) after 1992, Teacher Service Commission (TSC) in 2001, and now a school-based recruitment system under the school management
committees (SMC) that is currently implemented in some 12000 school levels (basic and secondary levels), but is envisaged to eventually be instituted in all community schools. The current process of recruitment, which has been devolved at the school level, is seen with stern criticism by teachers and teacher unions as well as by the TSC and DEOs. Issues of lack of transparency, nepotism and cronyism are reported when teachers are recruited by the teacher selection committees under the SMCs from overlooking fake certificates and diplomas to appointments made purely on political connections and relationships, the stakeholders see most SMCs to be ruined. So, the TSC should announce at least annual vacancy call and fulfillment for the vacant posts regularly.

All the types of teachers should be eliminated and provision should be made only of Permanent and Contract teachers. Regional TSCs (RTSC) should be created for all districts of Nepal. A district level pool/roster of potential teachers should be created by RTSC for the entire district SMCs make their selection of candidates only from the pool created by the RTSC. Three level selection process involving a test, classroom demonstration, and interview to be instituted under the SMC authority. Graduates in Science, Mathematics and English should be recruited to strengthen content level teaching. To the extent, the teacher recruitment should be done under a schedule either at the start or end of school year. All future temporary teacher recruitments should be guided by a central policy stipulating minimum salary scale (at par with permanent teachers) and benefits like annual leave and in-service medical coverage.

Similarly, criteria based transfer system should be introduced to eliminate all the malpractices and ill-practices in the sector. The quota for teacher's pool should be increased and promotion of the teachers should be encouraged regularly. The teachers should engage in researches, publications, workshops, seminars. They should be highly responsible to the students' performance in the subject taught and contribute by the heart and mind to the overall progress of the school. The teachers' job and duties should be incorporated in performance appraisal criteria. The performance appraisal should be based on teachers' responsibilities, job description and performance standards. The performance appraisal should include seeking a feedback on teacher performance from all concerned stakeholders.

Proper management of SMC and leadership of the head teachers are the two fundamental key to success in school education. The SMC is liable to manage social, educational, financial, physical and other problems in order to develop and operate the school and its overall management. The body can function to manage necessary logistics, materials for the promotion of educational standard of school, conduct, look after, supervise and manage the school, protect and promote the
services of teachers. Similarly, the Headmaster of the school is responsible to maintain academic environment, academic quality and discipline, create an environment of mutual co-operation among teachers and other working staff, students and guardians. The HM should coordinate with the teachers and other employees, carryout necessary functions for maintaining discipline, good moral character, politeness etc. in the school. Therefore, the both parties should be fully responsible and dedicated for the betterment of the school.

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

According to NCED, it has a network of 29 educational training centers (both ETC-As and ETC-Bs) along with other five sub centers. These trainings are conducted through 29 ETCs in 29 districts and 46 lead RCs in rest of the districts all over the country. These trainings are of three different types with three different packages as: Teacher professional development- TPD, Backlog clearance and Qualification upgrading. However, the problem lies in practicality, though the teachers have cultivated sound theoretical knowledge but have poor delivery in the classrooms. The teachers are blamed as no (least) transformation of training in real life practices.

3.3 Need of the Schools

The needs and necessities of the schools are unlimited, though the research reveals some genuine agendas and needs of the schools in general.

There should be the provision of class wise and subject wise teachers in the school. The present administrative personnel and body is insufficient for the proper management of the school so at least two (one peon and one administrative assistance) should be appointed in the school management system. For the professional development of the teachers, teacher-training program should be strengthened and regulated properly. The teacher should be provided pre-service, in service and refresher training during the service period. Similarly, other
professional opportunities like; attending in workshops, seminars and conferences, writing for journal, curriculum designing as well as supportive instructional materials should be made available and accessed easily.

The school should manage basic physical facility including instructional materials to all the teachers and students. The school environment should be ICT friendly where the students and teachers can have access to the external world i.e.; out of the classroom. For the all round development of the school the capacity development of SMC and PTA members should be strengthened. They should realize their roles, duties and responsibilities and act accordingly, for that the administration should create platform. Finally, the school authority should minimize the political interference and enhance the pure and healthy academic environment.
CHAPTER FOUR
PERCEPTION OF THE STAKEHOLDERS

This chapter deals with the perception of various stakeholders mainly in the existing teacher management practices, teacher management for technical stream, teacher management for special need education, head teacher management, resource mobilization and problems and challenges.

4.1 Existing Teacher Management Provision and Practices

While taking into account the existing teacher management provisions and practices, it is basically guided by the three legal documents viz., Education Act 2028, Education Regulations 2049, and Teacher Service Commission Regulations, 2057. Some of the Acts of universities like TU, KU, NSU, FWU, MWU etc has the provision of conducting teacher preparation courses as university degree in undergraduate and postgraduate programs. Previously implemented School Sector Reforms Program (SSRP) and the currently practiced School Sector Development Program (SSDP) have different provisions related to teacher development and management in the country.

As the present practice is concerned, schools are running in four different levels: primary, lower secondary, secondary, and higher secondary. GoN has declared SLC, PCL (+2), B.Ed., Master's level as basic (minimum) academic qualification for the teachers to teach respectively at the primary, lower secondary, secondary, and higher secondary level. However, recent amendment of the Education Act has categorized the schools as basic level (1-8), and secondary level (9-12) as well as upgraded the minimum qualification of teachers as bachelor level (undergraduate) for basic and master's level (postgraduate) for secondary level. This statutory provision has not yet been practiced in relation to teacher management.

As teacher preparation in Nepal is concerned, teacher training is mandatory to become a schoolteacher. At present, Proficiency Certificate Level (PCL) or +2, B.Ed. and M.Ed. degrees offered by national examination board and universities, and primary level pre-service teacher training of ten months under NCED are considered as teacher preparation programs. However, the ten-month pre-service teacher-training program of NCED has been discontinued for some years and only academic degrees are in practice.

While the practice related to teacher recruitment is concerned, the community schools have both permanent and temporary teachers, along with more than a dozen of other types of teachers. Before the establishment of Teacher Service
Commission (TSC) in 2000, District Education Office (DEO) used to appoint teachers in permanent positions based on the recommendation of District Teacher Selection Committee (UNESCO, 2014). After the establishment of this Commission, DEO has been appointing the teachers in permanent positions based on the recommendation of the TSC.

For the appointment of temporary teachers, District Education Office in each district used to grant the approved teacher positions to community schools. Schools could also appoint teachers temporarily in the vacant posts of approved government teacher position when the teachers resign or retire. Temporary teachers were generally appointed in the approved government teacher positions on the recommendation of school level selection committee. However, over the last few years, government has adopted the policy of providing Rahat (relief) quota of teachers to appoint temporary teachers rather than providing the approved teacher positions to schools (UNESCO, ibid). There are some other types (PCF, ECD, Private etc) of teachers in schools, who are recruited on the recommendation of school level selection committee as temporary teachers. The Higher Secondary level teachers in community schools are managed using schools' own resources as well as under the support provided by the NEB.

The education regulation has made provision of service facilities to be provided to the teachers in school. It includes salary, provident fund, pension/gratuity, and some other allowances. Most of these amenities are almost similar with those of other government employees, except in some cases.

As far as the present practice in promotion of the teacher is concerned, it is not so satisfactory to them. District level pool of 40:9:1 in each 50 permanent teachers has been provisioned by the act/rules. The three (third, second and first) classes in each three (primary, lower secondary, and secondary) levels has been provisioned. Generally, teachers are appointed in the third class in each level and later they are promoted to second class and then to first class based on pre-determined criteria, by the TSC. However, there is no promotion system in higher secondary level teachers. The performance appraisal of teachers done by the head teacher and reviewed by the District Education Officer is regarded as one of the criteria for teacher promotion.

Teachers' professional development is one of the important aspects of teacher management. In context to present day, the NCED is solely responsible for teacher development. It had been conducting a ten-month primary level in-service teacher training in three phases through its Educational Training Centers and selected constituent campuses of Tribhuvan University. The ten-month in-service
training for secondary school teachers conducted by NCED also followed the same pattern of the ten-month primary teacher training. However, this is not in practiced since long, considering no need of it as less than two percent of the approved teachers’ quota were only left untrained (Project Performance Report of Teacher Education Project-NCED, 2009).

4.2 Possible Ways to Departure in Federal Structure

As the constitution of Nepal (2072) has declared the country as Federal Democratic Republic, the governance system has been changed. Due to this, the earlier paradigm has been shifting gradually to the new paradigm to establish and practice the new system.

Aligning with the aforementioned context, the teacher management provision and practices is also to be shifted to comply with the new system. This section of the report has concentrated on what can be the possible ways of managing schoolteacher in the federal system, particularly focusing on the provisions, systems, and processes from the recruitment to the retirement of the teachers.

This section of the report is based on a series of consultations made with different stakeholder groups during the period of the study at the school, local, district and national level. It has represented the stakeholders from MoE, DoE, TSC, CDC, NECD, NEB, ERO, DEOs, Local Bodies, School Supervisors, SMCs, PTAs, RPs, Head Teachers, Teachers, Teachers’ Confederation and other Professional Associations of the teachers. The perception and the suggestions made by the stakeholders during consultations were formulated into a draft set triangulating it with the constitutional, legal, and other statutory provisions and the practices related to teacher management in the country. Further, an overview of the existing status of work operation in schools and the local level were also taken into consideration. For the convenience of the presentation, the analysis has been made dividing the chapter into different thematic sections related to teacher management as mentioned below.

4.2.1 Existing Status of Work Operation in Schools and Local Level

The Local Government Work Operation Act, 2074 is one of the important laws to operate and manage the entire activities of the local levels including the rights of school management as envisioned by the schedule eight of the constitution. The article 102 of the act has given right to every local level to prepare local education regulations and implement that getting approval from municipal executive. For this, the federal government has provided a dummy regulation as well.
Concerning the same, a survey has been done during the field visit to assess how many of them have implemented the existing (new) legal provision. Altogether 15 Local Bodies were involved in the survey from the eight sampled districts. The survey showed the following status of implementation of the Local Education Regulations by the LGs:

According to the figure above, more than 53 percent (8) of the local levels involved in the study has prepared the local education regulations and implemented accordingly. It means, still about half of them have to prepare and implement it, in their disposal.

Similarly, another survey was done to assess the operation modality of the schools in the changed context. As all the District Education Offices were closed, the concerned local bodies are found involving in managing the schools' activities. The entire schools understudy reported that they are receiving the salary of the teachers as well as other grants directly from the local level. The sampled local level has also reported that they are providing financial, managerial as well as technical assistance to the schools. This shows that, the paradigm of managing the schools from the center has been shifted to the local bodies by law, and implemented accordingly, which is one of the greatest achievement of federalism in the country.

Apparently, the study shows almost all the teachers have received salary from the local government to date. Exceptionally, some schoolteachers have received salary from the local government and the DEOs both. The FGD with stakeholders and the interview with most of the teachers expressed that the continuity for salary disbursement and pension faculty should be managed by the federal government.
to ensure job security to teachers. Some teachers and the stakeholders viewed that even the provincial government might be involved in teacher's management like professional development of the teachers and disbursement of salary. Those who were in favour of teacher's management through the local government in including disbursement of salary were very few.

Most of the members of the SMC mentioned that the continuity for salary disbursement and pension faculty should be managed by the provincial government to ensure job security to teachers. Few stressed on the need for the continuity of the federal government in teacher management. Concerning the disbursement of salary for the teachers teaching at grade 11 and 12, some resource constraints and the quota of the teachers were reported. Allocation of 2 to 3 teachers to the schools running grade 11 and 12 have burdened the teachers with acute shortage of resources. Most of the higher secondary schools have managed the financial resources by collecting tuition fees, own (local) sources of the schools, donations from development partners and local government.

4.2.1.1 Existing Role of Local Government in Teachers Management

Most of the head-teachers and teachers have pronounced a number of issues related to teacher management in the changing context. Especially they mentioned that there is shortage of teachers in technical subjects, problem of contract, temporary or part-time teachers at local level in becoming permanent, additional financial burden to the schools, and lack of teacher's quota for non-technical subjects in technical faculty. There is lack of teachers’ quota for the subjects like Nepali, and English in technical stream in grade 11 and 12. The teachers expressed that due to shortage of teachers, the teachers have been burdened with more teaching for example math teachers are teaching population education, the schools have financial burden of recruiting extra teachers, multi-grade teaching hampering the entire teaching learning process.

The head of the local government stated that the existing education bill has made provision for hiring teachers at local level on contract basis. The TSC however will be the responsible agency for making them permanent. Some local governments have begun to provide training opportunities for the teachers involved in pre-primary/ECD level. Concerning the role of the local governments in teacher management, most of the heads have defined their roles such as transfer within the rural municipality of municipality, promotion based on performance evaluation, matching the availability of teacher's quota within the schools of the rural municipality or municipality, identify the areas of professional development.
of the teachers and implement them. Similarly, they perceived that they have the supervision and monitoring role to provide feedback to the teachers.

About the terms and conditions of the teachers such as salary, allowances, provident fund, insurance, health care facilities and professional development, majority of the heads of the local government have expressed that there should be division of roles and responsibilities between the federal, provincial and local governments. They also opined that despite this observation, they are thinking of allocating 20 percent of the total budget of the local government to education sector. However, some heads of the local government mentioned that the financial aspects of school management should entirely be that of federal or provincial government, not the local government. Pertaining to the essential functions to be carried out by the Local Government in the management of the teachers at the local level, the HTs and the teachers suggested for:

- Provisions of short term and long term professional training for teachers
- Requesting the TSC for vacancy on teacher management based on existing, teachers number, students, grades and subjects
- Coordinate with the TSC for creating teachers quota based on actual needs
- Mobilizing resources required to support for teachers salary and other activities.
- Developing guidelines for teachers' professional development, awards and promotion

Towards the present role of the local government, very few positive steps are reported. Some local governments have initiated the drafting of the education act to address the role and responsibilities for management of education up to secondary levels as mentioned in the Constitution of Nepal. They expressed that the education act will be passed soon and will be consistent with the rights given by the provincial government. Following this, they will be working on the programme and guidelines fixed by the federal government and provincial government, allocating local resources for school management, managing the community and institutional schools by creating fund for sustainability and mobilizing local tax, education tax, and income tax.

Some local government are working to adjust available teacher’s quota and subject teaches, generate fund for school management, placement of teachers and transfer and disbursement of salary received through the Municipality or village council. Despite the positive actions of some local government, most of the teachers and stakeholders are sceptical about the transparency, accountability and
fairness of the local government in teachers’ appointment, and performance and transfer too.

In the changed context of the teacher management, most of the teachers have expressed that they have a sense insecurity regarding the job as the local government are reported to have been involved in teachers transfer on adhoc basis. One of the challenges the schoolteachers have mentioned that there is a danger of having politicization in the management of schoolteachers. The members of the SMCs clearly mentioned that the present challenges of teacher management in the changing context of local government were the deployment of subject teachers based on the actual needs of the schools. Another problem was the transfer of the schoolteachers by the local government and lack of resources at local level to recruit the teachers to meet the immediate needs. In the changed context, some of the heads of local government have mentioned that they have made following plan for the professional development of the teachers.

- Subject wise training
- Subject wise research
- Visit to model schools and exchange of experiences with other teachers
- Proposal for the provision of study leave

Some heads of the local government mentioned that besides training and seminar, they have planned for the activities like formation of subject wise forum and exchanges of experiences, improvement in teaching through expert service, allocation of seed money for research and publication and encouragement for participation in international workshop.

The local government heads have identified the lack of financial resources and appropriate laws in managing the education sector. On the whole, the local government head have suggested that towards managing the school teachers, the central level should be responsible to formulate policy, rules and regulation related to teacher management, the provincial government should be responsible for providing financial support, developing school curriculums, conducting examination, formulating teacher training policy and introducing an incentive system to manage the education sector to local government.

Most of the teachers have emphasized on the drastic changes in the management of teacher distribution, deployment and redeployment of teachers to address the issues of allocation of quota by subject and grades and number of students, to create a pool of teachers to supply them in needy places and also for recruitment and placement of new teachers. They opined that presently there is disparity in the allocation of quota and the deployment of teachers. Many schools have faced the
problems of shortage of subject wise teachers, prejudice in teachers transfer and many other managerial problems. Therefore, the HTs and teachers have suggested that the TSC should play a leading role in teacher's recruitment, allocation of quota and promotion.

On the whole, the study revealed that despite various flaws on the existing system like political influence on allocation of teachers quota, lack of transparency in teachers selection, placement and promotion, the respondent HTs and the teachers viewed that the usual functions of the TSC should be carried out by making it a constitutional body to carry out responsibilities in teachers licensing, exam, recruitment and promotion in beginning. However, the respondents mentioned that while deciding the teachers’ quota it would be more vital to coordinate with local government to calculate the exact need of the teachers by qualifications, subject and grade. Majority of the teachers have a sense of insecurity in their jobs in consideration of the local government roles to play in teachers’ management. This study suggests that the aspects like teacher selection, placement, transfer, promotion and matching the quota of teachers by subject, grade and students numbers and professional development, there is a need for development of policy guidelines and their implementation to address the issues of teacher magnet in changed context.

4.2.2 Creation of the Post and Allocation of Quota for Teachers

Currently, GoN in the central level is creating and giving approval for the new posts of the teachers in community schools. For this, the department of education assesses the need of teachers in collaboration with Regional Educational Directorate (RED), and DEOs. The MoE proposes its creation and approval through the GoN. When the government approves it, DoE provides the record of the posts to TSC and the TSC calls vacancy for the posts.

The study shows most of the HTs, teachers, the members of the SMCs, PTA opined that the GoN should decide the number of quota for teachers and the local government should furnish the data through DoE or the Provincial Government about the number of students.

Four key components namely number of students, grades running in the schools, teaching subjects and the faculty like civil engineering, agriculture and livestock, and agronomy in grade 11 and 12 and the student-teacher ratio (STR) in the school are indicated for deciding the number of quota for teachers. Few respondents expressed that the geographical condition should also be considered while fixing the teachers' quota. More than half the teachers emphasized than the local government should play a led role in identifying the actual need of the
teachers and recommend to TSC to facilitate the recruitment process. About three in ten teachers mentioned that the provincial government should take a lead role to identify the actual needs of the teachers and forward to the TSC for initiating recruitment process. Other viewed that the TSC itself should take an initiative for such activity as usual.

About deciding the quota for teachers, there were divided options among the teachers. Most of them mentioned that the subject offered based on the level of school should be the main criteria. Other mentioned the minimum teachers’ quota presently offered and the number of students should be considered to fix the quota for their school, as they will be more familiar with the actual condition of the school. Other suggested that to prevent the political influence in school activity, the fixing of actual quota for teachers and their recruitment must be carried out by the TSC, the SMC and the local government should be given responsibility only to recruit teachers on contract basis.

The member of the SMCs had different views on how to estimate the quota for teachers. Some mentioned that they should be trusted to fix the teachers’ quota for their school, as they will be more familiar with the actual condition of the school. Other suggested that to prevent the political influence in school activity, the authority to decide actual quota for teachers and to recruit teachers on contract basis must be given to the TSC, the SMC and the local government.

The study divulged that despite the approval for opening school, most of the school are having inadequate number of teachers. Generally, one in four HTs mentioned that the schools are provided with the required quota of teachers following the approval for running school. It was interesting to know even those schools having adequate number of teachers did not match the subject wise need of teachers

Views expressed by the HTs and the teachers, both reveal that almost all the schools have inadequate number of teachers quota which has hampered the teaching learning. The HTs and teachers both mentioned that generally, the schools fell short of the teachers to meet the needs of special needs children. Exceptionally, few schools had recruited teachers for teaching special needs children like hearing impaired. There are different views on how to create teachers quota

Nearly two in four HTs mentioned that the local government should decide the quota based on their local needs while few mentioned that the DEO and the provincial government must decide on the quota to be allotted for teachers’
recruitment. Few mentioned that the DOE has the key role to play in deciding the actual number of teachers required and the shortage.

It was obvious from the observations of the HTs and teachers both that to address the subject wise needs of teachers. The schools are adopting four major ways to fulfil the needs of teachers e.g. upgrading the subject teachers, recruiting new subject teachers through community resources, assigning senior grade subject teachers to ask for teaching at lower grades or by requesting teachers for multi-grade teaching. According to the HTs, some schools have been collecting donations from the individuals and organization to recruit subject teachers temporarily.

As the study is concerned, two different types of opinions of the stakeholders regarding the creation of the post and allocation of teacher's quota have been received during the study. Almost all the teachers, head teachers, RPs/SSs, DEOs, representatives of the Central Line Agencies (CLAs) and the teachers' confederation including the professional associations of the teachers understudy were in favor of continuing the existing practice from the Federal Government as well. However, most of the chiefs of the sampled local bodies (RMCs/MCs), and some of the representatives of SMC were in oppose of the stated views. According to them, the management of entire school education falls under the jurisdiction of the Local Government (LG). One of a mayor in Ilam said that not the GoN but the Municipality knows how many teachers in what posts are required for the schools. If so, it is the LG to create and approve the post of required teachers. Similarly, another mayor in Lalitpur also put forwarded the similar types of argument. According to him, the LG is capable enough to manage the schoolteachers entirely from the recruitment to the retirement. Many of other chiefs of LG were also in support of the creation and approval of the teachers' quota by the LG, however, they were not ready to bear the financial burden of salary and other service benefits of the teachers. Their argument was that the free and compulsory school education is the fundamental rights of every people and it is the liability of the GoN to manage having that.

One of a chairperson of SMC in Rautahat expressed that the SMC is capable enough to manage the schoolteachers, if it is supported by the LG. According to him, almost all the SMCs are managing the financial resources for about half of the privately managed teachers in school now and it can be continued with extra responsibility in the upcoming days as well. Another chairperson of SMC in Makawanpur was also in support of it, however for him, it should be the GoN to bear the financial liability of free and compulsory school education.
Some of the central level stakeholders focused on the appropriate mapping of the schools based on the need, justification, and density of population, considering the geographical complexity of the nation. According to them, it is necessary to re-distribute the school first, and then to re-allocate the teachers quota based on the need of the school. Only after this process, new posts of the teachers have to create. While doing so, grade wise teachers in lower basic level and subject wise teachers in other levels focusing on the number of students (density of the population) should be ensured to enhance the quality of school education as well as to address the need of the schools as well. Some of the stakeholders focused on the role of Provincial Government (PG) in managing teachers and bearing the responsibility of school education too.

According to a DEO understudy, if proper mapping of the schools is done and the teachers’ quota are re-allocated after merging of certain number of the schools, the existing financial as well as human resources will be adequate to some extend to conduct the school education.

While summing up the aforementioned discussion, the stakeholders are both in support and oppose of the creation of the post of schoolteachers by the Federal Government (FG). However, many of them are in support of it. As the review on constitutional provisions showed the liability of FG to ensure the fundamental rights for every people, it is the primary responsibility of the GoN to invest in the school education. To maintain uniformity, quality, and relevancy as well as to develop efficacy and effectiveness classroom delivery, the creation of the post of teachers (quota allocation) and the financing for it should be the major and primary responsibility of the FG. Based on the discussion above, the study has suggested the following three major recommendations related to the creation of the post (quota) of the teacher in the changed context.

- Before taking decision related to create quota of the teachers, seemingly there is a need for mapping the schools throughout the country. Based on the mapping of the schools the teachers’ quota should be re-allocated based on the needs of the schools. While doing so merging of two or more schools or establishing new ones may be the alternative.
- As the schedule eight of the constitution has provisioned the school management by the local government, the task of creating the teachers quota should strictly be need based. School education is one of the fundamental rights of every people and is a matter of concern by all the three government. Thus, need assessment by the local government, recommendation of the assessed quota by the provincial government, and
the creation of the new posts (quota) by the federal government at central level will be an appropriate strategy.

- While doing so, the teachers’ quota should be created (at national level) considering the essentiality of grade wise teacher at lower basic level (1-5) and subject wise teachers at upper basic (6-8) and secondary (9-12) level.
- The following should be the bases for creation of the post of the teacher:
  - One class one teacher in the lower basic grades (1-5)
  - Subject wise teacher with defined work-load in the upper basic and secondary level (6-8 & 9-12)
  - Student-teacher ratio (number of the students)
  - Geographical complexity and proximity of the nearby school

4.2.3 Teacher Preparation

Academic qualification is prerequisite for any post of service, which is most essential with adequate skills and art in teaching profession. As teacher preparation in Nepal is concerned, almost half dozens of the universities established in the country are conducting the teacher preparation courses as B. Ed. and M. Ed. in different subjects. However, their subject wise coverage is limited to certain discipline so that they do not cover many of the areas of science, social sciences and management. The faculty of education under different universities is regarded as the conductor of the teacher preparation course, and it is happening since decade too.

For nearly five decades, pre-service teacher education has been a priority in Nepal. It has been mandatory for all school teachers to have a minimum qualification as determined for each subject or level, teaching license; and success in teacher recruitment examinations. Initially, the Institute of Education (IOE) under the Tribhuvan University was the only institute to offer teacher education. However, these days Tribhuvan, University, Kathmandu University, Sanskrit University, the Mid-western and Far-western University of the country are offering various courses for teachers’ preparation.

In course of this study, the respondent teachers and HTs observed that these universities are the right place to offer the pre-service teacher education. However, they clearly stated that priority should be given to the teachers’ training course to those who have completed full academic course on other subjects. Most of the HTs, and teachers, however mentioned that the teachers must be provided with intensive teacher training course covering teaching skills, pedagogical
approaches and professional skills, before they qualify for licensing test and recruitment examination.

This study clearly divulged that before the placement of the teachers to any school, they should be given orientation training or training for entry to teaching jobs as a preparation for teacher. In this regard, the NCED and its regional centres and similar other institutes under the GoN must be mobilized to organize the training.

Many of the respondent teachers and HTs opined that the existing pre-service teacher education curricula should be upgraded to provide adequate disciplines wise contents before the teachers enter the teaching profession. Therefore, a new system of introducing minimum qualification should be defined so that one can join the pre-service training only after deciding for teaching job.

The FGD at school level shows that the minimum qualification to be teacher should be bachelor level and the appointment should be made by the TSC established at province level. However, they opined that the financial management of the teachers and the recruitment of teachers on temporary and contract basis should be that of the SMC. As regards the orientation training, it was suggested the paradigm of teacher education should be changed to make them qualified to face global challenges of 21st century. In view of the teachers and HTs, the teachers training curriculum should cover the following aspects:

- Command of subject matter
- Curriculum focused on teacher development
- Professional development
- Effective teaching methodology and pedagogical skills
- Preparation of effective instructional techniques and their uses
- Teachers’ ethics
- Child psychology, education psychology and moral education
- Curriculum covering technological aspects
- Use of ICT
- Values, life skills
- Local curriculum including subjects on mother tongues

Some of the empirical studies, experiences of the school and college teachers as well as some professors of the universities entailed that the teacher preparation courses of the universities are dominated by the pedagogy focusing least in the required content of the subject matters. One of a teacher from Kanchanpur district said what he learnt from the university is least applied in the classroom as he
learnt how to teach more than what to teach. Some of the teachers from Gorkha, Rupandehi, Mugu, and Ilam shared similar experience as well.

The representatives of the Confederation of the Teachers opined in the interaction program that it is open secret to talk about the learning of least contents and most pedagogy in the university. According to them, this system has to be revisited and the provision should be made to provide the trainee teachers with adequate content knowledge along with skills and pedagogy. They focused on teacher training and expressed their aggression in this way:

"Teaching is the service to create and disseminate knowledge and lifelong skills to the students. What is bitter in Nepal is that the NEB and the university usually admit those students in the teacher course who are of the third and fourth categories (poorest) of academic status in grade 10 or 12. University course does not have required content and skills; instead it has only the pedagogy. Thus, one passes the course without adequate knowledge and skills. TSC licensing exam is too flexible to pass. Finally, the candidate of teacher is selected for the post of teacher by TSC having tested his/her theoretical knowledge in 100 full marks. The government deploys the successful candidate in the school from the first day of his/her appointment without any training. However, the administrative (civil servant) and security personnel will get more than six month's training before job placement. Above all, everybody expect high quality of classroom delivery from the teachers who are teaching the students in such a context where there are no basic physical facilities at school as well."

In fact, this may be a representative case; however, most of the real life situation is visualized by this anecdote. Further, it shows so many grounds of improvement in teacher education including the need of pre-service, in-service and refresher training.

Many of the stakeholders have suggested incorporating the following aspects in the curriculum of teacher preparation:

- Adequate content required for the candidates
- Instructional methods/technology/pedagogy
- Use of ICT in education
- Child psychology
- Teaching skills and art
- Social justice and equity
• Research, projects, publication and innovations
• Testing and evaluation
• Preparation and use of modern instructional materials
• Behavioral, moral and lifelong education

Based on the discussion of the perception of different groups of the stakeholders, it was apparent from the study that the followings can be adopted as the best ways for the preparation of teachers basically, in the changed context:

• The recruitment of teachers should be based on the educational qualification. Since the knowledge, skills and attitudes have the major role to play in teaching job, it is suggested that though the bachelors level course offered by faculty of education focuses on pedagogical aspects of the teaching, the core content apparently seems to be relatively less compared to other faculties like management, science and humanities & social science. Therefore, three alternatives have been suggested for the betterment of teacher education:
  o Radical changes and improvement in the curriculum of teacher preparation courses
  o provisions of providing teacher training courses of one year or more to the undergraduates or graduates in other faculties before licensing.
  o As far as possible, it is better if the universities enroll the B. Ed. students only from those students who completed their undergraduate course in any discipline; and those B.Ed. graduates taken into TSC examination for teacher.

• With purpose to design the course and run them effectively, the institutional and personnel capacity of the University providing pre-service course of teacher and the training institute like the NCED should be fully developed.

4.2.4 Criteria, Qualification and Experiences

Discussions regarding the criterion, qualification, and experiences of the teachers were made during the period of field study. For this, interview, interaction, and focused group discussion (FGD) were conducted involving the key stakeholders. The FGD also shows that the SMC should be involved in fixing norms and standard to recruit teachers on contract, temporary and part time in a transparent way, periodic supervision monitoring of the teachers and ensuring incentive to the good teachers, exploring financial resources to provide services to the
As regards the resource mobilization, the members of the SMC mentioned that though the local government must be active in mobilizing resources for the school management, the federal government and provincial government both should be more responsible in the beginning of the new structure to prevent the deterioration in school management.

Majority of the respondent HTs and the teachers, the members of the SMCs underlined the need that the minimum qualifications for teaching at grade 1 to 3 should at minimum be 10 plus 2, bachelors’ level for grade 1 to 5 and grade 1 to 8 and master level for grade 9 to 12 in the concerned subject. Exceptionally, some HTs mentioned that gradually M. Phil should also be given priority at grade 11 and 12 level, while few teachers even mentioned PhD level should be given priority for teaching at grade 11 and 12. Some teachers mentioned that those completing School Education Examination (SEE) can be recruited as teachers for teaching grade 1 to 3 students.

While indicting about the qualification of the teachers the HTs mentioned that now onwards four years Bachelors level should be given priority. They should later attend teacher-training course to be familiar with teaching techniques’ and pedagogy if they are not from education faculty. To the HTs, command of subject matter and effective teaching are most essential in effective teaching.

Regarding the agency to be involved in determining the minimum educational qualifications, norms and experience, there was no common view among the respondent HTs, teachers and the members of the SMCs. However, they spell out the names of MoEST, TSC, District Education Office, Department of Education and Local Government. These opinions were, largely, the reflection of uncertainty on how the local governments develop the education act to fulfil their responsibilities on the management of education as enshrined by the Constitution of Nepal. This study shows that only in few places the local government have passed the education act.

Concerning the selection, recruitment and promotion of the teachers, the respondent HTs and teachers expressed their satisfaction on the involvement of the TSC. They have recognized for the impartiality and accountability of the TSC. One in ten HTs only mentioned that the local government should be involved in the entire selection and recruitment process of the teachers. They opined that there are two advantages in involving the local government for teachers’ selection and recruitment. First, the selection process will be short and time saving like in TSC and second, the School Management Committee at local level will be fully familiar with local circumstances and ensure the fairness and impartiality in
teachers’ selection and recruitment and promotion. Despite this, some of the teachers mentioned that there is a need for improvement in the TSC practices in teacher recruitment.

However, majority of the members of the SMCs mentioned that the SMC should be given responsibility for placement of permanent teachers selected by TSC and the appointment of other teachers locally. They did not mention specifically about the role of the local government.

Regarding the promotion three quarter of the respondent HTs mentioned that the responsible institution should be federal government or the TSC for transparency, fairness and impartial promotion and only one fourth mentioned about the DEO. They raised question on the fairness and accountability of the local government in teachers’ promotion.

Concerning the basis for promotion, most HTs viewed that the district should be the basis for promotion because it can be fair and impartial, and there will be uniformity in the process of promotion throughout the district. However, they opined that if local institution is created assuring the job security to teachers, it would be more convenient and practical. The HTs also suggested that as the basis for promotion if the provision could be made at provincial or national level, it would increase access to more teachers in promotion.

According to the study, almost all the stakeholders opined that the determination of criterion, qualification, and experiences of the teacher should be under the jurisdiction of the FG (GoN) under federal law. They have suggested applying the following criteria, qualification and experiences for the post of teacher:

<table>
<thead>
<tr>
<th>Major Aspects</th>
<th>Particulars</th>
<th>Remarks</th>
</tr>
</thead>
</table>
| Criterion     | • Minimum qualification and training set by law  
                • High level of dedication, motivation and interest | • Determined by the FG in the federal law (Act) |
| Qualification | • Minimum undergraduate in related discipline for basic level  
                • Minimum postgraduate in related discipline for | • The in-service primary level teachers should be given the chance of either qualification upgrading within certain period of time or retirement with golden handshake to |
<table>
<thead>
<tr>
<th>Major Aspects</th>
<th>Particulars</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>secondary level</td>
<td>apply the set qualification.</td>
<td></td>
</tr>
</tbody>
</table>
| Experiences   | • No need of any work experience for third class teachers  
• At least ten year's work experience for second class teachers  
• At least fifteen year's work experience for first class teachers | • Research, consultancy and extension related activities, publication, participation in training, workshop, seminar, conduction of outreach and community facilitation, administrative and academic responsibility etc. may be extra requirements. |

While summing up the data in the table above, the study has clearly revealed that the teachers for grade 1-3 could be 12 class passed and bachelor’s level for the grades 4-8, master level for the secondary level in relevant subject, regarding their qualification. Based on new educational qualifications, those teachers who are under-qualified and continuing the jobs, should be given opportunity to pursue further education to meet stated qualifications. If any teachers cannot fulfill the desired minimum qualification in a given period of time, they should be terminated with reasonable benefits. All these actions should be regulated by rules and regulation, prior to implementation.

**4.2.5 Selection of the Teachers**

Selection of the teacher is a vital aspect under teacher management, as all the remaining activities that the teacher conducted during his/her duty will be ensured by this step. Thus, it should be given a serious consideration. As the study is concerned, the following result regarding the selection of the teacher by some authorized agency has been drawn:
The data in the figure above showed the contradictory views of the teachers, head teachers, and DEOs/SSs with the Local level chiefs as the first group of stakeholders focused on the selection of the teachers by the TSC whereas many of the local level chiefs completely ignored the involvement of only TSC in selecting the teachers. According to the figure, half of them were opined for both TSC and SMC whereas remaining half of them focused only on the SMC to select the teachers. The supporter of SMC to select teachers were putting their views that it is the jurisdiction of LG, however the opponents of this view were feared of political influence, nepotism, favorism, and other halo-effect in selection of the teachers.

During the interaction, the central level stakeholders viewed that it should be only the TSC to select the teachers. All the types of teachers should be eliminated and only the permanent and contract two types of teachers should be provisioned. When the schools need the teachers, they have to appoint them through the contract teacher list of TSC. The aforementioned discussion on the perception of different groups of stakeholders has helped to derive the following way forwards for the betterment of the existing teacher management practices:

- Province level office of TSC may be established to implement the essence of federalism with easy access in service. It is also suggested that the advertisement for teacher vacancy and promotion should be made by the TSC at federal or provincial level. The licensing examination however should be taken in every six months to create a pool of prospective teachers.
• The licensing examination and the recruitment tests should be more competitive and standard to recruit qualified teachers. The test should be written, oral and practical (presentation and demonstration) too.
• TSC should publish the result of teachers in two different sheets for both the successful candidates and candidates in waiting in the ratio of at least 1:4 so that the contract teachers can be taken from the list if needed.
• If the schools need some teachers during the period of not having the vacancy call for permanent teachers by TSC, the provision should be made to request TSC by the concerned LG to provide the list of contract teachers. After receiving the authentic list, the SMC can appoint the required teachers based on merit order only for the period of maximum one year.
• If there is no list of contract teachers in TSC, under the recommendation of the teacher selection committee, the SMC can appoint teacher in contract for maximum of one year’s period following the due procedure set by law.

4.2.6 Appointment

Appointment of the selected teacher is another managerial aspect under teacher management. As the study is concerned, almost all the stakeholders, except teachers, head teachers and the representative of teachers' confederation, opined to appoint teachers by the concerned local level. According to them, the federal/provincial TSC selects appropriate candidate for teacher by the due process and certify for the appointment. This certification should be local level wise, so that the local level appoints them by providing the appointment letter along with the job description. However, many of the head teachers and teachers along with the representatives of the teacher's union were in oppose of it. According to them, if the right to appoint teachers is provided to the local level, the practice will be guided by political biasness, which will lay the ground for local politics in the schools. They were found of having some sorts of fear of political interference in the schools.

According to the representatives of the CLAs and DEOs/SSs, management of school education is the jurisdiction of the LG by the constitution. It means, whatever the managerial activities can the LG be practiced based on its capacity; all of them should be given to her. Their view was that the teachers should be appointed by the LG.

This discussion shows that the teachers in school should be appointed by the LG under the recommendation of federal/provincial TSC. It will make the LG responsible to school education in one hand, and in the other hand, the teachers will also be accountable to the LG so that existing situation of the school will be improved. According to the stakeholders understudy, if some SMCs needed the
contract teachers for certain period because of unavailability of the permanent as well as contract teachers by TSC, the teacher selection committee can select and certify for appointment of contract teachers locally. In such a case too, the teacher should be appointed by the concerned LG.

4.2.7 Placement of the Teachers

During the study, all the 48 schools understudy were found of operating and managing by the concerned LG in coordination with the DEOs. However, the schools were facing the problems of understaffing and/or overstaffing. Due to this, some schools (like Kalika Manaw Gyan Secondary School in Rupandehi-1:53, Shankar Gudar Secondary School, Rautahat-1:55,) have unexpectedly high STR where as some schools (Mainabagar Basic School, Rupandehi and Gorakhkali Primary School, Gorkha-1:7, Saraswati Primary School Ilam -1:4, Purbakshitiz Primary School, Ilam-1:5, Satyabadi Basic School, Kanchanpur-1:11,) have very least STR as well. According to the head teachers understudy, this has hindered the academic environment in the schools. To quote them, it is very nonsense that the DEOs knew this; however, it is not managed yet.

It was apparent that there are practices of placement of teachers jointly by the DEO and the local government or separately. Majority of the schoolteachers mentioned that the placement of the teachers should be done by the DEO and local government jointly. Only a few mentioned about the lead role of the local government or the DEOs independently. Majority of the members of the SMCs mentioned that the basis for placement of the teachers should specifically be based on availability of teacher quota to a school, number of students, needs for subject teachers and the level of school e.g. basic or secondary and actual grades.

As regards the position of subject teachers, there were two conditions. Some schools have adequate quota for subject teachers but they have faced administrative difficulty to recruit and in some places, there are inadequate quota and shortage of subject teachers. However, they have recruited on temporary basis on their own resources. This clearly shows the essentiality of revisiting the quota of teachers to make a balance.

Due to inadequate allocation of subject wise teachers, some schools with heavy enrolment are facing problems in running different sections, while others are facing the problem of upgrading their schools to a model school. Some schools even have faced the problems in running the classes. Moreover, the schools are facing financial problems to recruit teachers on contract basis. One very crucial issue in teacher management is the political pressure in creating quota for temporary, contract position, part-time teachers and placement. To address the
problems of teachers deployment, the teachers and the HTs have suggested for advertise for vacancy every six month on regular basis.

Most of the teachers mentioned that the provision of teachers based on the PCF, the shortage of teachers and the provision of *Rahat Quota* (relief quota) have created problems in the school. Rumours related to stopping the fund for PCF has also created havoc in the school. Most of the respondent HTs s mentioned that the provision for such arrangements should be made in the rules and regulation of the TSC. The HTs and the schoolteachers mentioned that most of the problems in teacher’s management could be addressed by making certain changes in the rules and regulation of TSC related to teachers’ recruitment and placement. Most of the HTs and the teachers suggested that the TSC should work out on the entire process of fixing the teachers quota considering students number and the subject offered in the schools from grade 1 to 12. The HTs, the teachers and the representatives of the teachers’ professional organizations and the chairpersons and the member of the SMC have suggested for revisiting the allocation of teachers quota and make necessary arrangement for deployment and redeployment. Most of the respondent teachers and HTs and the local representative have clearly mentioned the following points:

- Making an annual plan for teacher recruitment by the TSC
- Selection of teachers and placement
- Management of teachers quota either in provincial, district or local level by identifying the needs of teachers by subject and level
- Creating a pool of teachers quota at central level
- Recalling the teachers from deputation to settle the total number of teachers' position

All the stakeholders have strong opinions towards resolving the issue of recruitment for the teachers working for a long time. They have opined that exceptionally the local government should be given authority to recruit the teachers on contract basis for a short period. Otherwise, all the teachers beginning from pre-primary level to the grade 12 should be managed by the TSC taking measure of creating temporary quota for initial stage and then processing for permanent appointment with support from the local and provincial government. It has fairly affected the teacher management in terms of subject and level of the teachers.

The central level stakeholders opined that the aforementioned like figure is elsewhere throughout the nation. It is mainly due to the weakness of placement agency. "Many of the teachers are using political power to stay in such schools
where STR is very low"-one of the participants, said in the interaction. According to another participant, "DEO can do nothing in such situation too as the teachers are more powerful than the DEO." This shows the weakness of the placement agency in managing the teachers in schools.

As a whole, the study showed that the placement of the teachers appointed by the LG has to be done by the concerned LG in coordination with the SMC. If so, it will ease the deployment and redeployment of them, if and as needed. The stakeholders were suggested the followings for the betterment of the placement of the teachers in schools:

- The placement of the teacher should be under the jurisdiction of LG.
- Distribution of the teachers should be need-based and should be done in coordination with the head teacher.
- A comprehensive policy for placement, distribution, deployment, and redeployment of teachers is needed.
- Regular annual vacancy for teachers made by the TSC will solve the problem of placement and distribution.
- It is also suggested that there should be some institutional body at provincial level to handle the job of teacher’s placement, recommendation for teacher’s quota or organizing the professional development programs.

### 4.2.8 Transfer of the Teachers

An intensive discussion and interview with the stakeholders were made to explore their perception and views regarding the transfer of the teachers. The study showed the following aggregated views of the almost all the stakeholders regarding transfer of the schoolteachers:

<table>
<thead>
<tr>
<th>Coverage of the transfer</th>
<th>Minimum service year</th>
<th>Transferring agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within the local level</td>
<td>One year after appointment and 5 years after transfer</td>
<td>Local Government: In agreement/consensus with two SMCs, matching the level and subject</td>
</tr>
<tr>
<td>Within the province</td>
<td>One year after appointment and 5 years after transfer</td>
<td>Provincial Government: In agreement/consensus with two LGs, matching the level and subject</td>
</tr>
<tr>
<td>All over the country</td>
<td>One year after appointment and 8 years after transfer</td>
<td>Federal Government: In agreement/consensus with PG, matching the level</td>
</tr>
</tbody>
</table>
The study has also explored the bases that have to be used in transfer of the teachers. Some of such fundamental criteria, as explored by the study are as mentioned below:

- Priority in transfer should be given to proximity to home and family
- At least 5 year's service
- Compliance with the need of subject teachers
- Socio-cultural and linguistic background
- Seniority of the service year
- Condition of the personal health
- Performance appraisal
- Academic qualification

Based on the aforementioned discussion, followings can be summarized as conclusion and recommendations of the study regarding the transfer of the teachers:

- The study shows that a fixed guideline should be developed for transferring the teachers at various levels like within local level, within district, provincial and national level. The guideline should include the criteria, process and agency involved in the transfer of the teachers.

- The transfer of the teacher should be in mutual understanding and consensus between the two parties (SMCs, LGs, PGs). It would be better if transfer of the teacher is brought under common jurisdiction of the three governments as Local Government within local level, Provincial Government within the province, and Federal Government all over the country.

- As shown by the study the criteria for transfer should however be based on the needs of the schools. Towards the conditions for transfer priority should be given to proximity to home and family, years of service, compliance with the need of subject teachers, socio-cultural and linguistic background, seniority of the service year, performance appraisal, and academic qualification.
- A fixed norm and standard for transfer across the districts and provinces should be made, and the provision should be made to provide extra benefit (both financial and service related) for the transfer in rural places.

### 4.2.9 Promotion

Regarding the provision of the ratio of teachers for promotion at different level, there were no uniform trends in the responses of the teachers. Most of the respondent teachers and HTs have divided opinions on the subject of ratio of teachers for promotion. Some HTs mentioned that the existing provision for promotion would be suitable only at the metropolitan level. Most of the teachers mentioned that the teachers' promotion should be competitive at the district or provincial level but the TSC should be the responsible agency to be involved for promotion. Teachers opined that the promotion of schoolteachers should be up to the special class similar to the government jobs. This can really be a good motivator for the teachers, according to them. Besides there will be recognition of competent and qualified teachers.

As suggested by many of the head teachers, the ratio should be 50:30:20 at rural municipality level; 75:20:5 at municipality level, 23:6:1 at sub-metropolis level and 32:7:1 at metropolitan level. Some HTs mentioned that the teacher's ratio for promotion should be 40:9:1 at rural municipality; 35:12:3 at municipality level, 30:5:75 at sub-metropolis level and 40:9:1 at metropolitan level.

Majority of the schoolteachers mentioned the ration of 50:30:20 at all level of promotion irrespective of the types of local level. However, some teachers in some district have mentioned a different ratio for teachers' promotion like 15:9:1 in rural municipality 30:15:5 at municipality, 40:9:1 at sun-metropolis and 30:15:5 at metropolis level.

The HTs however mentioned that the ratio should differ at the rural municipality, municipality, sub-metropolitan city and metropolitan city as the total number of teachers and schools significant vary in each level. However, the central level stakeholders supported only the number of teachers, not the schools. According to them, the pool for promotion of teachers has automatically gone to the local level, as provisioned by the scheduled eight of the constitution. Thus, considering the number of teachers under each local level, the pool for promotion should be determined with certain number. The DEOs and SSs were also found in support of placing the pool for promotion of the teachers in the local level determining the new ratio for each class.

As regards the promotion criteria, the teachers fairly mentioned that educational qualifications like M. Phil and PhD, technical knowledge, rewards, contribution,
student's results, and years of experience etc. However, they clearly mentioned that for the fairness and impartiality, the TSC should be involved and the written and practical examination should be a basis for promotion. Above all the teachers mentioned that the TSC should be made a constitutional body in teacher's recruitment, promotion and transfer.

Among different suggestions of the teachers, head teachers, teacher's union, and DEOs/SSs what is common is that there should be at least one first class teacher in each level under a local body. For many of them, the number of schools does not matter for promotion, as the number of teacher is important. Some of the HTs mentioned that if the local government is made a basis for promotion of the teachers the ratio for promotion should differ by local, provincial and central level. The teachers however suggested a different basis for teachers' promotion.

Apparently, the study shows the pool of teachers for promotion should be at local level. As regards the ratio of teachers for promotion at first class, second class and third class, there were no similar views among the stakeholders. However, the HTs and teachers opined that the existing ratio is not very appropriate as it limits the opportunity of promotion. Therefore, it is generally recommended that the ratio of teachers for promotion should vary at rural municipality, municipality, sub-municipality and metropolis depending upon the total numbers of teachers.

While analyzing the aforementioned discussion, the teacher's pool for promotion is better to fix at the level of Local Government. That is, total number of teachers under a local level (irrespective of its type) should be a basis for promotion of them. While doing so, provision should be made to ensure at least one first class teacher in each level under a local body (level). By this, the following ratio of level wise teachers under different local bodies has been suggested to manage for the pool of teachers' promotion.

<table>
<thead>
<tr>
<th>Local Body</th>
<th>III Class</th>
<th>II Class</th>
<th>I Class</th>
<th>Total</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural municipality</td>
<td>15</td>
<td>8</td>
<td>2</td>
<td>25</td>
<td>8% 1st class, 32% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Municipality</td>
<td>24</td>
<td>12</td>
<td>4</td>
<td>40</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Sub-metropolitan</td>
<td>36</td>
<td>18</td>
<td>6</td>
<td>60</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Metropolitan city</td>
<td>48</td>
<td>24</td>
<td>8</td>
<td>80</td>
<td>10% 1st class, 30% 2nd class</td>
</tr>
</tbody>
</table>
Many of the stakeholders understudy opined that there should be the provision of TSC in the province level as well. The province TSC should be responsible for the promotion of the schoolteachers, in spite of its other duties. According to them, to eliminate the subjective biasness in promotion, TSC should be involved in the promotion of the teachers. For this, it is better to do by the province level.

4.2.10 Distribution, Deployment, and Re-deployment

As the FGD with SMC and PTA in schools is concerned, they were very much concerned of the uneven distribution of teachers in schools. One of the chairpersons of SMC in Rautahat expressed his bitter experience that his school has about 1400 students and only 25 teachers. Among them, 7 of them were managed privately by the school mobilizing the local resources. There is another similar type of school in the nearby municipality having about 800 students and 26 teachers. Among them 25 of them were receiving the government's salary. Another school has 80 students and 7 teachers. He tried so hard to bring some teachers by transferring from other schools but could not get success. However, the DEO recently provided 2 other teachers to the same school having 26 teachers before. For him, this is due to some sorts of political and unseen power. According to many of the stakeholders understudy, this is only a representative case, but there are so many examples of uneven distribution of teacher.

The central level stakeholders opined that the problem created by uneven distribution of teachers should be managed by deployment and re-deployment of them as needed. For this, first of all, the district level pool of the teachers should be placed at least in the provincial or in the central level, so that any of the teachers can be mobilized within the whole country, irrespective of the district. Some of the teachers accused of the head teachers against their capacity to assist in deployment and redeployment, and vice-versa as well.

The representatives of teachers' confederation suggested to manage the deployment and redeployment of schoolteachers based on number of students, class wise and subject wise need at the national level. The literature shows that the primary level teachers in the schools are more in number than what is actually required. However, there is the scarcity of teachers for lower secondary and secondary level. In this bedrock, some of the teachers, head teachers, almost all the DEOs, and some central level stakeholders opined that the excessive number of primary level teachers could be managed by deploying and re-deploying them in the lower secondary and secondary level, if their academic qualification and subject permitted. While doing so, they suggested making provision of upgrading
the level of them without taking any incremental financial liability. The representatives of CLAs also opined to manage this problem in the national level. By this discussion, following conclusion and suggestions can be drawn:

- For certain period, the district level pool of the teachers should be transferred at least to the province level and the deployment and re-deployment should be done in the provincial level.

- The excessive number of primary level teachers can be deployed and redeployed in the lower secondary and secondary level as permitted by their academic qualification and subject of the study. This can be done without any increment in their regular salary, benefits, and the level of promotion. Instead, privilege can be given in their promotion. However, this has to be addressed by the existing legal and statutory framework before implementation.

- Matching or compliance of the teachers quota is an immediate concern and therefore following recommendation are made to manage it:
  - Different criteria for allocating teachers to basic level and secondary level should be made. From grade 1 to 5 three should be provision of grade teachers and consideration of the number of students. There should be subject teachers at basic (6-8) and secondary level specially to address the needs of teachers in technical subjects. To maintain the standard of STR, the number of students should also be taken into consideration, while deploying and re-deploying them.
  - A national survey would be desirable to explore on workload, quota, and necessity for deployment and redeployment of the teachers in the changing context.

**4.2.11 Professional Development**

The professional developments of the teachers have direct influence on the delivery of teaching for quality learning. Though teachers themselves can be active towards their professional development, there should some agency that can significantly contribute towards the professional development of the teachers. However, this study could not clearly suggest the main institute that should play an active role. The HTs mentioned that the SMCs, the schools and the local government and the DEO at the district level, the provincial government and the DoE and federal government at central level have to play roles from their respective place. Most of the teachers mentioned that the university has to play dynamic role in revising the curriculum to suit the growing needs of schoolteachers. The DoE must be responsible in developing guidelines for
teachers’ competency and the NCED must be made responsible for providing short term training to develop the professional competencies among the teachers. The teachers also viewed that the local government must be responsible for providing resources in order to provide training opportunities to the teachers. The local government should not only monitor the school performance but also find ways to upgrade the quality of education by supporting school activities.

Although the teachers require professional development opportunity from the government for upgrading of their knowledge and skills for efficient teaching, the HTs and the teachers emphasized that they themselves have to play a dynamic roles in strengthening their professional capacity. Some of such areas as suggested by them were as mentioned below:

- Regularity in teaching
- Self study
- Use of ICT and new knowledge
- Open distance learning
- Participation in professions forum
- Timely update and knew knowledge
- Participation in short term training
- Academic publications
- exposure visit
- Action researches and refresher courses etc.

The FGD conducted with the member of the SMCs and PTAs revealed that the components of the professional development should include not only training and action research but also opportunity to visit model school and discussion on the teaching subject through the formation of a forum of teachers.

Most of the teachers mentioned that the Ministry of Education, Science and Technology (MOEST) at the federal level, provincial government at the province level and the local government at school level should be responsible in providing opportunity for professional development of the teachers. Besides, the agency like NCED should be responsible in building the capacity of the teachers. The HTs and teachers viewed that the teachers should also develop their research skills to improve their instructional quality. Very few teachers spelt out the role of local government in the professional development of teachers.

Training is one of the important aspects of professional development. As an academic job, the value and need of training is crucial for the teachers. All the teachers and head teachers understudy expressed the need of all the pre-service,
in-service and refresher training for their regular professional development. The need of training is also supported by other district and central level stakeholders. However, there was no uniformity regarding the entity to provide training to the teachers.

Some of the stakeholders opined that the existing training provision and the institutes can be strengthened and get involved in providing training to the teachers. However, some other opined the need of separate new entity to do so. According to them, it is necessary to establish National Teacher Training Institute (NTTI) in the federal level to develop plan, policies, guidelines, modules, programs, and materials for teacher training. This has to be executed by the Province Teacher Training Institute (PTTI) under NTTI. Provision should be made to ensure at least one Teacher Training Centre (TTC) in each local level equipped with necessary materials, physical and human resources. The PTTI should be responsible to conduct the trainings via the TTC in the local level.

The members of the SMCs and PTAs insisted on the continuous teacher training and professional development and exposure visits at national and international levels. They also emphasized that better salary, increments of grades, and free education for the teachers' children and free medical facilities are the incentive towards professional development. A very positive aspect mentioned by the HTs was that the teachers assess their professional capacity through the analysis of students test results at school, district and provincial level and the national examinations.

Though many HTs and teachers stressed of the need for training opportunity for teachers from the schools, very few of them reported about the initiatives of the school and the HTs.

Majority of the schoolteachers and the HTs mentioned that the professional organizations of the teachers, largely, are involved in organising advocacy programmes, seminar, workshop and short-term training and some researches towards upgrading the quality of education in their respective regions. They however have emphasized their advocacy programmes towards the promotion of their occupation, job security.

Concerning professional development of teachers, the heads of the local government clearly mentioned that in a planned manner a system would be introduced. The professional development will include provisions of training, educational tour, reward mechanism, research and career development.

While summarizing the aforementioned discussion, the following points can be generated as findings and suggestions of the study:
• There is a need for encouraging teachers with provision of terms and conditions of job comparable to government job.

• The National Teacher Training Institute should be established in the Federal Level. However, all the executive level tasks related to TPD should be managed and executed by the PTTI via the TTC established in each local level.

• There is need for provision of building the capacity of teachers through short term, refresher training and exposure visits, and workshop and alike.

• There should also be provisions for further study and training abroad.

• The schools should be equipped with different technology and equipment

• A shorter and long term plan for teachers professional development plan should be developed at central and provincial level

• In view of the changing context of local government in teacher management, the local government should be resourceful in terms of financial and human resource

• Research and publication should be a part of professional development at local level

4.2.12 Supervision, Monitoring and Evaluation

Most of the teachers understudy mentioned that the HTs are the right persons for day-to-day monitoring and evaluation of the teachers as well as to supervise their entire academic activities. However, some respondents mentioned that occasional supervision must be done by the SMC, PTA and the representatives of the local government to ensure the quality of teaching. No clear picture on how to monitor the performance of the schoolteachers and school was revealed from the views of the members of the SMC. They insisted on the coordination between the SMC, Schools and Local Level in supervising, monitoring and evaluating the teachers' daily activities in the school. According to the central level stakeholders (mostly CLAs) the record of daily activities of the teacher can be used in annual performance evaluation, so that the head teacher should be fully responsible to have monitor, evaluate, and supervise the teachers' daily activities. For them, the involvement of local level will be extra assets in this process.

As regards the departmental action against the teachers, there were different opinions. Some mentioned that the local government should be responsible while other mentioned the provincial or federal government and some mentioned the LEO, the DoE. A substantial number of the teachers mentioned that the existing practice of taking action against the teachers would be fine.
By this discussion, the following two points have been generated as suggestion for the departure in the federal structure:

- The study showed that the head teacher should do the teachers' monitoring, evaluation and supervision of daily activities. The involvement of SMC and the concerned personnel of the local government on periodic basis will be extra efforts in it.
- A handbook on the monitoring and supervision of school activities, head teachers role and teachers performance should be developed by the local government before its implementation.

4.2.13 Performance Appraisal

Performance appraisal is one of the important aspects of teacher management as the promotion of the teachers is based on it. The regular appraisal of the working performance is one of the matters of making the employee accountable to the duty assigned to them.

Earlier, the head teacher and the resource person along with the DEO were used to be involved in this process. However, the situation has been changed and the local bodies in the changed context, started managing the schools. In this bedrock, an attempt has been made during the study to explore how the performance of the schoolteachers be appraised.

As the study is concerned, opinions of the stakeholders from school to central level were collected through the interview, interaction and FGD. Among them, most of the HTs and DEOs understudy mentioned that the teachers' performance evaluation should be based on the following aspects:

- Compliance of the job description with the tasks done
- Subject wise average learning achievement shown in students' result
- Regularity in teaching and involvement in extracurricular activities
- Commitment to duty
- Relationship with students
- Capacity on instruction and command of subject matter
- Social and interpersonal relationship
- Involvement in the professional development activities

Regarding the teachers performance evaluation, the FGD with the SMC and PTA members showed that the teachers are given the details of their responsibilities by the school formally, at first. As regards the performance evaluation of the teachers, majority of the teachers viewed that the HTs must be more responsible compared to the resource person. However, some HTs and the teachers mentioned
that even the SMC and the Local Education Officer (LEO) should also be given some weight for teacher's performance evaluation to make it fair and impartial. The findings revealed that the SMCs and the HTs should be made responsible for entire tasks of teacher's performance evaluation, monitoring and supervision of teachers. It was fairly because the SMC and HTs tend to be more familiar with the teachers and the conditions of the schools. Therefore, it would be more convenient to all schools teachers. However, the involvement of LEO may eradicate any sorts of subjective biasness introduced in the process, if any.

According to the representatives of the CLAs, the record of performance appraisal should be kept both is concerned local level as well as in the province level mechanism. It is because of the promotion system as the Province TSC will be responsible for the promotion of the teachers. The aforementioned discussion helps us to reveal the following three points related to performance appraisal of the teachers in school.

- Compliance of the job description with the tasks done, subject wise average learning achievement shown in students' result, regularity in teaching and involvement in extracurricular activities, commitment to duty, relationship with students, capacity on instruction and command of subject matter, social and interpersonal relationship, and involvement in the professional development activities can be regarded some of the criteria or indicators for the performance appraisal of the schoolteachers.

- The Head teacher, CMC, and the LEO should do teacher's performance appraisal, based on the set criteria, as all of them will be more familiar with the performance of the teacher.

- The annual record of performance appraisal should be kept in the concerned local level as well as in the province level mechanism

4.2.14 Management of Teachers' Information and Record Keeping

The HTs and teachers understudy suggested different roles for various entities like local government, provincial government, federal government, TSC, Department of Education. They also suggested about the origination in the management of information related to teachers based on the differing functions.

As TSC coordinates with MoE, CDC and other relevant institutions, it works out on the total quota of teachers and their recruitment and retirement. At provincial level also there might be Provincial TSC to work out on teachers placement, promotion and transfer, organizing seminars and training for teachers and maintenance of the record about leave, salary, allowances and other incentive,
training attended, and professional development. The local government may establish an education unit to identify the necessary quota for teachers and match with placement, follow-up of the school activities and professional development of the teachers, and run various types of capacity building programme for teachers and also identify the teachers need for professional development and coordinate with provincial government. Some of the local government have already started to allocate budget to education sector and providing training opportunities and incentives to the teachers. Exceptionally, some respondents mentioned that the record of promotion and transfer should also be handled by the local government.

Concerning the management of information and record keeping of the school teachers, the heads of the local government clearly suggested that the record of the teachers like salary, leave, performance evaluation and so on should basically mentioned at the local government office. The central and provincial agency should also maintain such information by collecting from local level. Concerning the management of information and record keeping, the FGD revealed the record keeping of the teachers should be solely at the central level. However, at provincial level also there is a need to maintain the record of permanent teachers, their transfer and promotion.

Keeping the record of overall status of teachers in the nation is an important endeavor under teacher management. It will give a clear picture of the status as well as help decision makers to decide in any spares of it. An attempt was made to explore how the record of teachers is to be maintained in the federalism, during the study. However, no comprehensive data and ideas have been explored.

Some of the DEOs focused on strengthening of existing EMIS including the teachers' detailed record as well. The representatives of CLAs focused on the need of an institutional body as well as an electronic system of managing the data. Some of the teachers and HTs were in support of the existing Shikshak Kitabkhana to manage the entire records. However, some other opined no need of such body in the center. For them, such body should be established in the provincial level. As regards, the maintenance of the personal files and other details of the teachers have to be managed by such provincial body. Its record keeping may be facilitated by the local level.

While summing up the aforementioned discussion, followings can be summarized as the findings of the study, which is supported by some empirical literature (ADB, 2013) as well:

- For the management of overall data related to teachers in the nation, a province level archival entity has to be established. The capacity
enhancement of the existing *Shikshak Kitabkhana* can be an alternative to it. The Ministry of Education, Science and Technology (MoESC) may establish an EMIS unit in the center, which may also manage, control and store the records. Alternatively, a separate body can also be established in each province, in coordination with the MoESC.

- An electronic Teacher Management Information System (TMIS) has to be established in the archival office. It has to combine the records at the national, provincial and local level, which has to be coordinated with the existing EMIS. The TMIS should include a complete profile of every schoolteacher and a unique record number assigned individually. The profile should include all the administrative and academic information of the teacher including the qualifications, experiences, trainings, professional needs, postings, transfers, performance appraisal results, promotions, salary history including the departmental actions taken against any of them. A reference can be taken from the PIS of *Nijamati Kitabkhana* used for civil servants in the country.

### 4.3 Teacher Management for Technical Stream

According to DoE (2074), altogether 284 secondary level schools spread all over the 76 districts of Nepal are conducting the school education in technical stream. Up to now, six different disciplines (subjects) have been incorporated in the course. While the development of it is concerned, 99 schools started the classes in technical stream in 2070. Similarly, other 141 schools started their classes in 2073 and remaining 44 schools started in 2074 BS. The following figure has presented a glimpse of 284 schools conducting school education in the technical field:

![Graph showing distribution of TEVT Schools](image)

As the study is concerned, each one school of technical stream from each eight districts understudy have been taken as sample in the study. The record of DoE
(2074) showed that there are 6 schools running grade to diploma in technical stream. Similarly, 90 for 9-12, 3 for 9-11, 142 for 9-10, and 43 for grade 9 are also in operation. The table below shows the number of enrolment in the technical education and vocational training as well as the number of teachers assigned to teach them (especially from the sampled districts):

<table>
<thead>
<tr>
<th>SN</th>
<th>District</th>
<th>School’s Name</th>
<th>Subject</th>
<th>Classes</th>
<th>Student</th>
<th>Teacher</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Ilam</td>
<td>Amar Secondary School</td>
<td>Computer Science</td>
<td>9-12</td>
<td>91</td>
<td>3</td>
</tr>
<tr>
<td>2</td>
<td>Rautahat</td>
<td>Shankar Gudar Secondary School</td>
<td>Civil Engineering</td>
<td>9-10</td>
<td>64</td>
<td>2</td>
</tr>
<tr>
<td>3</td>
<td>Makawanpur</td>
<td>NA</td>
<td>Plant Science</td>
<td>9-10</td>
<td>57</td>
<td>2</td>
</tr>
<tr>
<td>4</td>
<td>Gorkha</td>
<td>Bhawani Secondary School</td>
<td>Plant Science</td>
<td>9-12</td>
<td>92</td>
<td>4</td>
</tr>
<tr>
<td>5</td>
<td>Rupandehi</td>
<td>Kalika Manaw Gyan Secondary School</td>
<td>Computer Engineering</td>
<td>9-12</td>
<td>84</td>
<td>5</td>
</tr>
<tr>
<td>6</td>
<td>Mugu</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>7</td>
<td>Kanchanpur</td>
<td>Bajnath Secondary</td>
<td>Plant Science</td>
<td>11-12</td>
<td>120</td>
<td>2</td>
</tr>
<tr>
<td>8</td>
<td></td>
<td>Krishna Secondary School</td>
<td>Veterinary</td>
<td>9-12</td>
<td>185</td>
<td>3</td>
</tr>
<tr>
<td>9</td>
<td>Lalitpur</td>
<td>Vishwamitra Ganesh Secondary School</td>
<td>Electrical Engineering</td>
<td>9-12</td>
<td>85</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>778</td>
<td>25</td>
</tr>
</tbody>
</table>

The data in the table above shows 778 students of 8 different schools were taught different subjects of technical and vocational streams by 25 teachers, which shows the STR of 1:31. However, most of them were part timers for the respective subjects. By this, it clearly shows the scarcity of the teachers in teaching the technical subjects. It was apparent from the study that the school running grades 11 and 12 have faced the problems of subject teachers leading to serious shortfall in the teaching of technical subject like civil engineering, computer engineering, electrical engineering, plant and animal science.

4.4 Teacher Management for Special Need Education

To explore the ways of managing teachers for special need education, each one school of special education or resource class from all the eight sampled districts were taken as sampled in the study. Mainly the head teachers and the teachers
teaching the special need children were focused as the major informants for the study. Apart from this, the central level stakeholders and the DEOs/SSs were also consulted to for this.

Many head teachers of the special need schools understudy expressed their dissatisfaction against the existing teacher management for special need education. According to them, instead providing extra competent, skilled, and capable teachers, the government is providing those teachers, who are visual impaired, physically disabled, and so on. One of the head teacher in Ilam said, "School has to care for the teachers, how the teachers can care the children." Similar was the case in Lalitpur as well. There were two teachers for special need education; however both of them were complete visual impaired.

According to a DEO, except teaching, the children of special need education need extra care as well as extra efforts in teaching learning activities. Thus, it would be better to assign such a skilled, capable, dedicated and competent teachers for them. However, there was no consistency in his saying and behaviour as he has assigned differently able teachers to teach the special need children.

According to a representative of teacher's confederation in the interaction, these are only some representative cases. However, most of the national scenario has been reflected in it. According to him, "the students and the teacher are of similar in nature; neither the teacher can fulfil the pupils' need nor the children learn anything from their teacher."

According to a teacher understudy teaching for special need education, "the GoN is not doing justice for the students assigning him as schoolteacher to teach the children with special need." He was completely visual impaired. He added, " I have to teach the student to read and write in the Brail script, however; I myself cannot print the document in the Brail printer."

With purpose to make the inclusive education more effective, the special need children should be handled by the especial education teachers with distinct qualification and experience. Due to the nature of the class and the need of the students, ordinary capable teacher is needed for their special care, along with teaching. However, the study revealed that the provision of disable teachers for teaching special needs children was a shocking matter, as they could not fulfil the requirement of the disable children.

Some of the central level stakeholders focused on the integration of resource classes with special need. According to them, there should be at least one school in each district teaching the students with special need. All such pupils throughout the district have to be collected at ones. A comfortable and disable-friendly hostel
should be managed for their stay. The school and classes should be equipped with necessary materials and equipments handled by extra competent, dedicated, and able teachers. For this all, the government has to invest more in inclusive education, just to make justice for the pupils having special need in education.

The discussion above showed that the existing practice of assigning differently able teachers to teach the children with special need education is not justifiable. The teacher needs dedication, extra competency, and understanding of child psychology of differently able children, capacity to love, care and dedication to the profession. Above all, the first requirement should be the physical status, i.e., s/he should be physically able first.

By the discussion above, the following points can be generated as conclusion, findings and suggestions of the study:

- To address the fundamental rights to education for the differently able children, GoN has to invest more in this sector. It would be better and cost-effective to integrate all the resource classes and special schools at ones within a district. The school with well-facilitated hostel and teaching learning materials/equipments has to manage for their facilitation.

- The TSC should make provision of selecting extra-competent and dedicated teachers for the special need education. Different criteria can be provisioned for this to address the need of differently able children.

- The syllabus for the special need children should focus on lifelong education with skill promotion, rather on the theoretical aspects.

4.5 Head Teacher Management

The head teacher is the academic as well as administrative leader of the school. Thus, the management of head teacher keeps significant importance in the spare of teacher management. Concerning the same, an attempt has been made to explore the perception and views of the stakeholders in managing the head teachers.

The study revealed that the position of the HTs should be upgraded and the recruitment should be based on open competition to encourage and motivate the teachers throughout the district or province. As regards the recruitment of the head teachers, majority of the HTs insisted on the promotion of senior most teachers to the HTs. About taking decision, some suggested for the involvement of the SMC and the local government, while other suggested the SMC and the TSC. There were two differing opinions among the teachers and the HTs both regarding the tenure of head teachers. About one third suggested for a permanent
position of the HTs, about half for fixed duration while other suggested for recruiting on contract basis based on the performance evaluation. Majority of the HTs and the teachers suggested for five-year tenure to be the HTs. About the authority of the transfer of the HTs, there were contrasting opinions.

Some suggested that the local government must be the authority to make teachers more accountable, while some suggested for provincial government for impartial transfer. About one fourth suggested that the central level agency or the SMC at local level should have the authority for transferring the HTs. The FGD with the stakeholders and the interview with the teachers and HTs suggested for upgrading the position of HTs. About the performance evaluation, monitoring and supervision of the HTs, the SMC and local government both were named as appropriate agency.

Most of the teachers in interview and FGD with the stakeholder revealed that HT should be recruited through open competition by the TSC. Few mentioned that the HTs must be selected from the existing teachers on seniority basis for the systematic management of school education. There were two different views regarding the accountability of the HTs. Some mentioned that the HTs must be accountable to the SMC, some mentioned the local government, and some mentioned both. A substantial number of teachers and HTs viewed that a balance between the roles of central, provincial and local government in the management of teachers and HTs are essential.

Some of the heads of local government clearly mentioned that regarding the selection, appointment, transfer, promotion and professional development, the local government should be the main body and guided by a set of rules and regulation. They clearly mentioned that the criteria for selecting the HTs and their professional development however should be introduced in a systematic manner. Some of the heads of the local government mentioned that the HTs also should be transferred in 10-year period. They viewed that the supervision of the HTs should be based on a set of indicators and the Municipal Education Committee and Department of Education should be involved. By the discussion above, the following points can be generated as summary of the study:

- As regards the selection provision of the HTs, there were two different opinions. First, the appointment of the head teachers should be on open competition and second the teachers should be promoted to the head teachers based on the actual number of teachers in municipality or district level.
- The study showed that the position of the head teachers should be of a senior class than that of the teachers in the schools. If possible, many of the
stakeholders were in support of special class for secondary level. Five years tenure should be provided for the HTs and the tenure should be extended based on the performance evaluation.

- A fixed criteria and selection procedure of head teacher should be developed at provincial or district level in consultation with the central level.
- As regards the departmental action two separate mechanisms comprising the SMC and local government for the head teachers and that of the HT, SMC and representative of local government for the teachers were suggested.
- In the existing situation it is also suggested that a concrete steps be made by the federal government to establishing provincial body of TSC to ease the entire process of teachers recruitment, placement, transfer, promotion and deployment.

4.6 Resource Mobilization

As regards the mobilization of the financial resources in teacher management, the teachers viewed that the whole responsibility for supporting the school should rest on the federal government. The local government should be playing the role in generating resources to provide additional support for school management and incentives to schoolteachers. The teachers mentioned there should be differing roles of the provincial and local government and the SMC to support the school in resource generation and mobilization. In case of recruiting schoolteachers, temporarily, the local government should be made responsible in the beginning. However, at the stage of making them permanent, the local government should work on allocation of quota and allocation of resources with the federal or provincial government.

As the mobilization of the financial resources in teacher management is concerned, some of the chiefs of the local government mentioned that presently they are facing constraint of the finance and human resources, in the management of school education. Some of the local governments have passed the education rules and made provision for training and other professional development opportunities for teachers.

Some other chiefs of the local governments mentioned that the budget allocated by the federal government should be mobilized for salary and allowances of the teachers. The mobilization of local resources for the professional development of the teachers, bringing private schools and the teachers within the frame of tax payers and encouraging school to create a fund for faculty professional
development of the teachers and expedite the donors for educational programmes should be extra asserts.

Concerning the mobilization of resources, the study found that the local governments have planned to extend the scope of taxes rather than increasing the taxes. They plan to generate resources through taxes on goods and products, income tax and rental services and the grants from the central and provincial government and mobilize for the capacity building at the local government level, providing incentives to the school and teachers, and developing a support system to the school. As the local government should allocate the salary and allowances to the teachers appointed on contract basis locally, they were also found of planning for that.
CHAPTER FIVE
POSSIBLE ALTERNATIVES OF MANAGING TEACHERS

This chapter has dealt with the analytical review of the constitutional and legal provisions related to the practice of managing schoolteacher. For the convenience of the presentation, the constitutional and legal provisions have been stated separately in two different sub-headings.


The constitution of Nepal (2015) is the present governing constitution of Nepal. Nepal is governed according to the constitution, which came into effect on Sept 20, 2015, replacing the interim Constitution of 2007. The constitution of Nepal is divided into 35 parts, 308 Articles and 9 Schedules. In this constitution, part 3 has mentioned the Fundamental Rights and Duties. Under this part, there are 32 fundamental rights and duties.

One of the fundamental rights is Right to Education mentioned in Article 31. This article mentions that every citizen shall have the right to access to basic education. Every citizen shall have the right to compulsory and free basic education and free education up to the secondary level (1, 2). All the physically impaired and citizens who are financially poor shall have the right to free higher education (3). The visually impaired persons shall have the right to free education with the medium of brail script. In addition, it has also mentioned the right to acquire education in mother tongue to every Nepali community living in Nepal up to the secondary level and they have also right to open and run the schools and educational institutions as provided for bylaw (constitution of Nepal, 2072, article 31).

Under part-3, in article 18 (1, 3) of the constitution, it has given that all citizens shall be equal before law. No person shall be denied the equal protection of law. The state shall not discriminate among citizens on the grounds of origin, religion, race, caste, tribe, sex, physical conditions, disability, health condition, matrimonial status, pregnancy, economic condition, language or geographical region ideology and such other matters. Similarly, Schedule-8(8) has clearly mentioned the conditions of ‘Basic and Secondary Education’ whereas Schedule-9 (2) has talked of Education, Health and Newspapers/Magazines (ibid).

Though it has not been mentioned in a separate part in constitution like Public Service Commission for the responsibility to select the candidates for public service, ‘The University and Teachers Service Commission’ have been taken and given an autonomous body and authority for the selection and appointment of the university and school level teachers. All other than the selection of university and
school level teachers to be appointed in universities and schools for teaching, Public Service Commission shall be responsible to conduct examinations for the selection of suitable candidates to be appointed to civil service positions (mentioned in part -3, article 243).

Within federalism, sometimes in between provinces, Federation to Province or province to locals, there can be dispute. To settle such disputes in Province Level, the constitution has managed a provision of ‘Inter-province Council’ (in Article-234). There shall be an Inter-Provincial Council to settle disputes political nature between the Federation and Province and among the Provinces. This council will consist one Chairperson (Prime Minister), and members: Home Minister of Government of Nepal, Finance Minister of Government of Nepal and Chief Ministers of respective provinces (ibid). Through these provisions allocated in the constitution of Nepal 2072, some specific acts and regulations are made for the proper management of education system.

5.2. Legal Provisions

This section of the report has presented some reviews on the existing legal provisions related to the management of school education in general, and teacher management in particular.

5.2.1. Local Government Work Operation Act, 2074

Decentralization is the only way to bring the state closer to the people and to develop ownership in the part of citizens. Nepal recently introduced its new ‘Local Government Operation Act-2074, which clearly defines the roles, responsibilities of the local government concerning strong management of education.

The new constitution of Nepal (2015) states the provisions for local government institutions and has reorganized the local governments as rural/village municipalities and municipalities. The constitution provides a space for local government institutions and the constitution has also recognized the local governments and also endows them with the sufficient mandates and competencies. In the new federal context, there are now three levels of government i.e. federal, provincial and local.

The Constitution of Nepal (2015) has introduced its new ‘Local Government Operation Act-1074’ based on Clause-296, Article(1). The ‘Local Government Operation Act’ is to provide for the comprehensive reform of Nepal’s local government system, through which local authorities will be granted greater scope and autonomy in the management of local affairs, with an expanded and more
holistic mandate for the good governance, sustainable development and maintenance of good civic order within their respective jurisdiction, and for connected matters.

Despite many challenges, federalism poses great opportunities for local development and the visions, plans and policies set forward in this act can be only materialized with greater ownership and commitment of all concerned stakeholders. Among the provisions entailed in this local act about the authorities and responsibilities, in the chapter three under the clause-11: Village Municipalities and Municipalities’ Rights on Article-8, there is given about the rights and responsibilities to be borne by local bodies for the well management of Basic and Secondary Education. They are:

- Policies, laws, criteria, plan development, implementation and regulation on basic child education and school education, non-formal education, open and alternative continuous learning, community learning and special education.
- Observation, monitoring, permission, management and establishment of community, private, guthi and co-operative schools.
- Planning, observing, evaluating and permitting for the conduction of technical education and vocational trainings.
- Observation, monitoring, and approval to establish of school that provide education through mother tongue.
- Property management of merged/integrated schools.
- Formation and management of village education committee.
- Formation of SMC and their management.
- Naming the newly established schools.
- Distribution of community school teachers and office bearers/staffs
- Distribution of teaching materials and support for the enhancement of quality education.
- Ownership of community school’s land, keeping the record of land, property, its preservation and management.
- Mapping, approval, adjustment and regulation of school.
- Management of school infrastructure, their repairmen/maintenance.
- Management, inspection and conduction of basic level examination.
- Managing and testing students’ learning achievement.
- Arranging the free education and scholarships to the students.
• Preservation, promotion and standardization of local knowledge, skill and technology.
• Permitting and regulating educational consultancy services.
• Management of local libraries and auditoriums.
• Disbursement of budget to community schools.
• Coordination and regulation of educational programs up to secondary level.

Aforementioned rights and responsibilities of local bodies cover their entire duties for the proper management of basic and secondary education in general, and more specifically the management of teachers. But for the successful implementation of local governance, structure and functions could potentially play important role in establishing, advancing and institutionalizing local democracy in Nepal. However, it requires prior preparation and planning in the new federal set up.

5.2.2. Education Act, 2028

Education Act (2028) was amended on 2073/03/15 8th time and on the date of 2074/07/06, it was amended 9th time. From the 8th amendment of Education Act-2028, also termed as ‘Education Act (8th Amendment)-2073’ used the term ‘Basic Education’ to refer to the education given from the period of early child to grade eight and ‘Secondary Education’ is meant to the education given from class 9 to 12. Overall, education from early child education to class 12 is termed as ‘School Education’

Education Act (2028)-Article-11 mentions that within community schools of the district where the school runs up to grade five, minimum class-wise teachers’ post is determined on the basis of geographical difficulties/distance and in other districts on the basis of students’ number and in upper basic levels where grades 6 to 8 run and secondary schools running the grades from 9 to 10, there shall be distribution and deployment of teachers on the basis of subjective need.

Similarly, while appointing permanent teachers and staffs of the schools on approved posts of the district, the number of the approved teachers’ posts should be brought from the Department of Education (Article-11). All Early Child Education Centres opened with the help of Village Municipalities or Municipalities will be given grants as per the rules. The article- 16 also states that District Education Committee shall keep the student teacher ratio on the basis of regular students (ibid).

For transfer, teacher can fill a form and submit in District Education Office if he/she wants to transfer somewhere. But after the submission of the transfer form,
District Education Office will see and decide whether there is vacant and match the subject or not in the school where he/she is transferring. No teachers can transfer without the permission of DEO (Article-16). Besides many conditions of transfer, if a teacher has already served in the same school for more than five years, he/she can be transferred anywhere by the DEO within a district or anywhere in the region by the Regional Education Director or anywhere in the country by the Department of Education. And sometimes if authority needs/wants, five years is not the bar in a process of proper distribution and redeployment of teachers, in special cases, transfer may take place before five years too (ibid).

Above all, this Education Act (2028) (8th Amendment) provides a clear ideas and framework about Early Child Education, Basic Education and Secondary Education, and for the management of teachers as per the need on each level. It also clearly mentions about the teacher transfer provisions for the proper distribution and redeployment of teachers.

**5.2.3. Education Regulation, 2059**

The ‘Education Regulation-2059’ is to regulate the acts or provisions made by ‘Education Act-2028’. For overall management of education system of the country, more specifically speaking, for the creation of teachers’ permanent posts, recruitment, appointment, promotion and transfer of the teachers and as well for the deployment and redeployment of the teachers as per the need, being based on the ‘Education Act-2028’, ‘Education Regulation-59’ is made. This regulation has managed the provisions of post creation, recruitment to retirement of the teachers in different schedules, chapters and rules which are presented as follow.

Education Regulation (2059)-Schedule -5 (22 E) (1) has managed the provision of recruiting community teachers. In case post of any community teacher falls vacant in a school managed by community, the management community shall advertise having a fix time limit of at least 30 days and having stated that the number of post vacant, the required minimum qualification, the place of submitting application and the last date for it and the date and place for examination in order to fulfil such vacant such posts through an open competition and notice as to such appointment shall be affixed in notice board of the concerned school, local body and District Education Office so that people may know about it (1).

While fulfilling the post pursuant to sub-rule (1), if the post of second and first class of the primary, lower secondary and secondary levels are vacant, they shall be fulfilled as if they are the posts of belonging to the third class (2). On such posts, a person having met the qualification pursuant to the Act and TSC Rules
2057 and permanent teachers of other community schools shall be the eligible candidate(3). To select such teachers, the teacher selection committee shall take the examination of full marks of 150 including written, interview and practical.

Schedule 22G (1,2)-For the promotion of such community appointed teachers, the processes shall differ on the basis of whether there is a single school or many schools or if many schools are managed by VDC or municipality then promotion takes place on the basis of total numbers of posts in such schools but if community managed schools and their management responsibility is taken by District Development office within the district, then the classification of posts of promotion may be pursuant to Rule 89.

For promotion, having continuously served permanent for seven years in the same post, trainings, license for the class to which one is going to be promoted and not be imposed department punishment for a period of last five years (4).(7) The promotion process is through the evaluation of work performance-50 marks and interview-10 marks (ibid).

Chapter-16, Rule 86 of Education Regulation-2059 has mentioned the provision of ‘Formation of School Education Service’. The School Education Service shall be formed amongst the teachers appointed to school. As mentioned in Rule 87, schools are classified into three levels: primary level (class 1-5), lower secondary level (class 6-8) and secondary level (class 9-10). Among these classes, class 1-8 shall be deemed as basic level and 9-12 classes as secondary level.

In Rule 88 and 89 of chapter 16, in order to develop teachers’ career, school teachers of each level have been divided in three classes as first, second and third classes. Teachers of community schools of Government of Nepal shall be promoted on those posts on the basis of $50:40:9:1$ district level ratio. This regulation also clearly mentions that if any teacher gets promotion to the higher class post, the post in which he/she was working shall be ipso facto changed into the class he/she has been promoted. The post of his/her earlier class shall not be deemed to be vacant even so promoted (90).

Regarding the post of female teacher to be created is determined by the Rule 91. If there are three up to three posts of teachers in primary school, there shall be one post for female teacher, if there are up to seven posts, there shall be at least two posts for female teachers and if there are more than that posts there shall be at least three posts for female teachers. In case of falling vacant in which post male teacher has been serving before the commencement of this Rule, female candidate shall be appointed but if female won’t be appointed, with the approval of the Director, male shall be appointed. If schools appoint to the male teacher violating
this provision and without the approval of upper authority, such appointment shall be invalidated (sub-rules-1, 2, 3, 4).

In process of teacher management we need to consider the number of the teachers’ post to be fulfilled in school that has a direct connection with quality education. In each level, what number of the teachers post is essential is well provisioned by Education Regulation (2059) in Schedule-12, Rule 92. The schedule states:

- Pre- primary school: at least one teacher in primary school
- Primary school: at least two teachers up to 50 students and 3 teachers above 50 students.
- Lower secondary school:
  - 4 teachers of lower secondary level where classes running from 6 to 8.
  - 7 teachers as stated below in the school running from class 1 to 8 (English teacher, Math teacher, science teacher, Nepali teacher, social teacher and other at least SLC passed teachers).
- Secondary Level:
  - At least 5 teachers in school running from class 9 to 10
  - At least 9 teachers in school running from 6 to 10 (English, math, science, social, Nepali, optional subject and other at least PCL passed teachers)

The ‘Rule 95’ has the provision about the appointment of teacher of community school- (1) District Education Office shall appoint the candidate recommended for appointment by the commission in the post of teacher within thirty days from the date of receipt of such recommendation. The teacher so appointed shall attend the concerned school within fifteen day from the date of receipt of such appointment letter. The probation period of the newly appointed teacher shall be of one year (96-1) but if the performance of the teacher is not found satisfactory, the appointing authority may dismiss such teacher from the services (2).

The rule 97 of Education Regulation mentioned the provision relating to temporary appointment- (1) until any candidate has come with recommendation for permanent appointment to any vacant post of government approved post, School Management Committee may/shall appoint temporary teacher for a period of six months in maximum. To appoint such teacher, the SMC shall form a three-member committee under the chairmanship of the chairman of SMC comprising of the headmaster and one local intellectual.
The Rule 99 has given provision relating to transfer: (1) the teacher interested to get transferred shall submit application in a format as per Schedule-17 to the District Education office. Generally, female and physically handicapped teachers not be transferred to any unsuitable place(2). Teacher not serving at least for five years in case of remote areas declared by Government of Nepal and not serving at least seven years in one district in case of other areas shall not be transferred from one district to another.

In rule 111(5), in some schools, if number of the teachers/posts is higher than the student ratio, DoE puts/ manages those posts in pool posts of the teachers of District Education Committee. Such teachers can be placed anywhere in contact as per the need.

All these above regulations are the main bases for recruiting different types of teachers, determining the STRs, level-wise number of teachers, teachers’ placement, transfer and promotion and roles of DEO and SMC.

### 5.2.4. Teacher Service Commission Regulation, 2057

Teacher Service Commission Rules-2057 was first published in Nepal gazette on 24th Kartik, 2057, to exercise the powers conferred by Section-19 of the Education Act, 2028. At first it was named as National Teachers Services Commission. Later, from the second, third and fourth amendment in 2066, words altered by the Teachers Service Commission Rules, and it was also named ‘Teachers Service Commission 2066’. Under this TSC Rules’, Government of Nepal has framed many rules for recommendation for permanent appointment of teachers, promotion of teachers, issuing teachers license, determining curriculum and conducting examinations for teachers’ permanent posts.

The major functions, duties and powers of the commission are to make recommendation for permanent appointment and promotion of teachers, issue teaching license to persons willing to teach at schools, determine curriculum of examination to be held for appointment and promotion of teachers and to carry out others functions relating to examination and to conduct supervision and inquiry on matters relating to the functions to be carried out by the commission under the Act or these Rules may be as deem necessary (TSC, 2057). More specifically, some much related with teacher management rules mentioned in different chapters and sections are as follow.

In chapter three (TSC, 2057), Section 6-A, it gives the provisions of Teaching License. To provide license, the commission shall publicize public notice stating the time limit, application fee, place to submit application, date and time of holding examination and exam centre. The full marks and pass marks of the
written examinations shall be one hundred and forty marks respectively. Such examinations shall be separately held for the teachers belonging to primary, lower-secondary and secondary levels. The commission shall provide both temporary and permanent teaching license. The person having obtained teaching license of upper level shall be deemed to have taken teaching license under these rules for being a candidate in post of teacher of lower rank.

In Section -7, The TSC Rules mentions the medium of vacancy fulfilment. The vacant posts of third class of primary, lower secondary and secondary school teachers shall be fulfilled through the medium of open competition examination and vacant post of second and first class shall be fulfilled through the medium of promotion. Before vacancy announcement, District Education office will forward the vacant posts that are laid in public schools. It has also clearly mentioned the provisions relating to qualification and training to be candidate of teaching license and for the post of teacher (ibid).

In chapter four, ‘The rules’ mentions the provisions relating to promotion. The rule 27- in order to be a candidate for promotion, one shall have to be a permanent teacher having completed the service period of five academic years in the post of the concerned class but if the person who wants to be candidate has been suspended, during the period of suspension, or if promotion is suspended or if decreased to the lower rank for two years or if the salary increment is suspended for the period of one year from the date of suspension, he/she can’t be a candidate for the promotion (ibid).

The rule 28 (1) gives the rule of posts for promotion and basis for promotion. Out of the vacant posts of the first and second class of the primary, lower-secondary and secondary levels, twenty five percent of the posts shall be fulfilled through internal competitive examination and seventy five percent shall be fulfilled on the basis of work performance evaluation. (2) The commission shall, while making recommendation of teachers for promotion, recommend on the basis of the work efficiency of the teachers. The maximum of 100 marks shall be given as such- 30 marks (for seniority of service), 15 marks (academic qualification), 15 marks (training) and 40 marks (for work performance evaluation). The commission shall make recommendation of the teacher getting highest marks first and on the basis of seniority if marks are equal.

In a word, these above rules are prime guideline rules for the selection of the teachers and promotion of the teachers. The roles of TSC either as an active or a passive role play the vital role for the efficient management of the teachers.
5.2.5. Government Unbundling and Function Elaboration Report

Nepal, for the first time, has ‘Constitution of Nepal 2015’ prepared by the elected body of constitutional assembly, which came into effect on Sep. 20, 2015. The constitution has restructured the nation into a federal republic. The constitution has divided the nation into seven states and finalized the march of the nation towards republican from constitutional monarchy and federalism from unitary system.

After the promulgation of this constitution, Nepal has been transformed into federal democratic republican government. It has commitment to create the bases of socialism by adopting democratic norms and values including people’s competitive multi-party democratic governance system. In federalism, constitutionally distributed powers among different tiers of government may enhance political accountability and policy-making skills by bringing government closer to the people and politicians are responsive to local needs and interests. In other words, sub-national governments could more efficiently supply goods and services whose jurisdiction includes the beneficiaries. Local governments can have better information about their residents’ tastes and preferences and services can be better tailored to match the needs of the jurisdictions. It also helps to empower citizens and contribute to decision-making process.

Under federal democratic republic government, the constitution has allocated three different structures/levels such as Federal, Province and Local level. The state power will be exercised by all those structures based on constitution and law. The unitary power of federal, province and Local are mentioned in Schedule 5, 6 and 7 (Constitution of Nepal, 2015) respectively. The constitution has also fixed the inter-relationship among these different levels based on Principle of collaboration, co-existence and co-ordination.

Now, federal governance system has replaced the unitary ruling system in Nepal. For the strong implementation of federal system and for the restructuring of administrative system, we need to manage policy, law and structural co-ordination along with well financial and human resource management. For this purpose, under the co-ordination of chief secretaries of Nepal Government, a co-ordination committee “Federal Implementation and Administration Restructuring Co-ordination Committee” was formed with the prime lead and involvement of Chief Secretary Dr. Somlal Subedi. With the strong support, collaboration, guidance and scholarly ideas of him, this co-ordination committee has prepared the report of government power unbundling and function elaboration on various levels of government.
The report on Cabinet unbundling and function elaboration (GoN, 2073) mentioned that the government power unbundling and function elaboration/assignment is a process of giving and assigning responsibility to the different levels of government for public service. It is also a form of expenditure assignment of unbundling the power or competency. From the function elaboration, we get the answer of which work is to be done by which level of government. The work of power unbundling and function elaboration is started from the expectation level of public from the government. This is one of the bases for multi-level governing/ruling system.

In the world, function elaboration depends upon whether the nation is being given in unitary ruling system of federal governing system. The unitary ruling government follows ‘Top-down approach’ and federal nations follow the ‘Bottom-up approach’ while unbundling and elaborating functions of different levels of governmental bodies (ibid).

For the country like Nepal, which is just crawling towards federal ruling system from unitary government system, government power unbundling and function elaboration towards different levels of government can be one of the departure points towards federalism. From the same function elaboration, we can decide and know the financial load, the kind of policies and organizational structures that we need.

While distributing the power and elaborating functions to a particular tier of the government for any public work/service, we do not find any universal principles. However, regarding the context of Nepal and its function elaboration, the constitution has already declared what powers are to be given to those provincial and local authorities. There are some of the principles pioneered by the scholars of administration system. All they cannot be applied in a process of unbundling and function elaboration of a particular level of government for giving a particular work. These principles are such as efficiency and subsidiary, economies of scale, externalities or spill-over jurisdiction, equity and inclusion, overall economic stability, national interests and goals, accountability and capacity, policy, cooperative, coordination and co-existence etc (ibid)

The report of government power unbundling and function elaboration has an integrated list of responsibilities of federal, province and local level governments. Function elaboration of Federal government is well specified on the basis work mentioned in the constitution, Schedule-5, 7 and 9.Similarly, province function responsibilities are also well specified on the basis of unitary rights mentioned in the constitution, Schedule-6 and Schedule-7 and 9 for pubic rights. By specifying
all the public rights of Schedule-7 and 9 of the constitution, provincial rights are well identified. In the same way, the rights and responsibilities of local government are also clearly identified by specifying the unitary rights of the Schedule-9 of the constitution. Overall, the constitution itself has made a strong base/sketch for the functions to be delivered to the public by different levels of government.

5.2.6. School Sector Development Plan (SSDP)

Despite the many gains made under the SSRP, the programs objectives were not fully met in some areas, most notably on quality, learning outcomes and efficiency. Whilst significant strides have been made in ensuring access many marginalized groups still lack access to quality education.

Large achievements have been made in securing access to education, and it is now necessary to focus more on the quality and efficiency of education provision. It is necessary to address the challenges related to the quality of education and achievement of learning competencies without leaving those behind who have been unable to access education. The SSDP therefore needs to balance the limited available resources between safeguarding and completing the agenda of the SSRP and EFA while promoting for higher quality education.

Many lessons were learned and challenges faced while implementing the EFA program and SSRP, as well as the NNPA. The SSDP therefore reflects the legacies of EFA and SSRP alongside new initiatives to address the emerging needs of the country and the people’s aspirations.

Building on the lessons learned from earlier programs, the SSDP has been developed through an inclusive and participatory approach based on an analysis of the education sector. Starting in June 2015, joint thematic working groups (TWGs) were formed, background papers developed, and knowledge gaps filled by carrying out thematic studies (MoE, 2016). Consultations were undertaken with all level of stakeholders to confirm and validate strategic priorities. These processes led to the development of the SSDP Approach paper, which outlined the broad policy directions and provided the basis for the SSDP document.

In line with the 13th periodic plan NPC (2014), the vision for the SDGs (NPC 2015a) and the 14th plan (NPC, 2016), the SSDP has the vision to contribute to the development of self-sustainable, competitive, innovative and value-oriented citizens for the socio-economic transformation of the nation. Its main purpose is to improve the equity, quality, efficiency, governance and management of the education sector.
SSDP has been developed to build upon the achievements in the education sector, particularly under SSRP, whilst addressing the challenges and focusing on the key result areas where further progress is crucial. Its main aim is to ensure equitable access to quality education for all children. It is fully based on a Theory of change that was informed by the education sector analysis (MoE, 2016).

5.2.6.1 Teachers’ Professional Development, Teacher Management and SSDP

Ensuring quality and needs-based teacher professional development and performance-based and accountable teacher management is one of the main elements is SSDP’s theory of change. With an investment of around 70% of the total SSDP budget, teacher salaries are considered as the prime resource to establish quality education. Strong ownership of SSDP’s program by teacher professional organizations are crucial, even more so with respect to the need to transform the teacher management and professional development structure to accommodate the upcoming decentralization of the education system under the federal system. With regard to the teacher management, this will mean that the Teacher Service Commission at the federal level will continue to accredit and certify teachers as well as monitor the criteria for the recruitment, appointment, and promotion of teachers at the provincial level. To ensure ownership, local bodies will participate in the recruitment and appointment of teachers.

The role of education training centres (ETCs) at district levels will be further strengthened and professional development packages developed at provincial and district levels to allow contextualization, after which they will be approved at federal levels by the National Centre for Educational Development. During their tenure, teachers will return to ETCs for in-service and refresher training at set times and will be linked with senior teachers to mentor and guide them on translating the obtained skills into practices in the classroom. Teachers will also be capacitated to undertake continuous assessment for education within their classroom to ensure that the strategies applied unleash learning outcomes that accommodate the needs and interests of students. Within available in-service training and professional development opportunities, teachers will be encouraged to undertake regular self and peer assessments to identify their professional development needs.

SSDP (2016 to 2023) has mentioned the following objectives for professional development of teachers:

- To enhance teachers’ qualification and professional competencies to better facilitate student learning processes.
- The provision of qualified competent teachers.
• To ensure that teaching-learning days and teachers’ time on task is in line with government directives and guidelines.
• To maintain high morale and motivation for teaching and learning among teachers and students.

SSDP (2016-2023) has been adopting the following strategies for improving teacher management system:

• Strengthen the Teacher Service commission (TSC) to conduct licensing and to select candidates for school teacher positions. The TSC will recommend selected candidate as school teachers with local governments appointing and deploying teachers to the appropriate schools.
• Review and strengthen eligibility criteria for teacher licensing and participation in teacher service examinations. For example, persons fulfilling basic qualifications and having taken a one-year preparatory course will be eligible to participate in teaching license examinations.
• Regularize the intake of new teachers through the TSC to address issues related to the deployment of temporary teachers.
• Enforce teachers recruitment and performance assessment based on the to be developed teacher competency framework.
• Create an enabling environment that is supportive towards recruitment of female teachers and teachers from targeted and marginalized groups until the reservation quotas are met.
• Fill additional teacher position to address the needs at secondary level by first consuming the surplus of basic education teachers and then further recruiting based on the identified need and deficit of secondary level teachers.
• Develop a strategy to allow effective teacher management through harmonization of the many existing types of teachers and their service conditions and in line with the constitutional mandate.
• Develop a roadmap for the appointment of subject teachers in secondary education in a phased way, including targets on the numbers of teachers to be used upgraded from basic level and additional subject teacher positions based on mapping needs at the school level.
• Introduce standard norms and guidelines to manage temporary teachers or teachers appointed through resources mobilized at school level.
5.2.6.2 Teacher Professional Development and Management

The quality of the teaching workforce will be regulated at the national level through a teacher competency and licensing system, which will also guide teacher preparation courses, teacher qualification requirements and guidelines for selecting teachers at the lower levels including for managing teachers. Teacher management has been recognized as a key agenda for improving the quality of education. As such, a number of interventions will be carried out during SSDP program period to improve the supply of teachers to schools, including rationalizing the supply of teachers at the school level and creating new secondary teacher positions to supply subject teachers at the secondary level. Furthermore, incentive and scholarship schemes will be introduced to attract more candidates to teacher education programs in subjects like science; where there are too few teachers, and the curricula of teacher preparation programs will be aligned with the teacher recruitment policy (e.g. prospective teachers may have to take a number of school subjects and additional assignments). Diverse teacher professional development programs will be strengthened including one-month in-service certification training, refresher courses and other on-demand short courses including online self-learning courses and courses responding to specialized needs like special needs education. Also, schools and district education officers will be encouraged to implement school and cluster-based teacher development activities ranging from mentoring to participation in professional forums. Finally, in-service certification courses will be implemented through ETCs and lead resource centers (LRCs).

All secondary schools will have a separate head teacher. And all grade 6-8 and secondary schools will get a full set of subject teachers in a phased manner by 2022 starting from model schools ( at least one school in each proposed local government unit; 1000 schools in total). For this purpose, new norms have been developed for calculating school’s teacher requirements based on student-school ratio ( for basic level) and the requirement for subject teachers ( for secondary levels). The general student-teacher ratio (STR) norm for calculating the number of teachers required is 30 in the mountains; 35 in the hills, and 40 in the Terai and Kathmandu valley. Additional teachers will be provided based on the above STR and the subjects offered in grades 6 to 12. The norms for the different types of schools are as follows:

- Small schools (grades1-3): A single teacher will be provided to grade 1-3 schools with fewer than 30 students in the mountains and fewer than 35 in other areas. Such schools will operate as multi-grade-multi level (MGML)
schools. It is estimated that there will be approximately 1100 MGML schools operational during the SSDP program period.

- **Basic schools (grades 1-5):** A minimum of two teachers will be provided if students number fewer than or equal to 35 in grades 1-5, and three teachers will be provided to schools with a total 35-70 students in these grades. Additional teachers will be provided based on the standard mountain/hill/Terai STR.

- **Basic schools (grades 1-8):** In addition to the provision for grades 1-5, a minimum of 4 additional subject teachers will be provided for grade 1-8 schools.

- **Secondary schools (grades 1-10):** In addition to the above provision for grades 1-5 mentioned above, at least an additional 8 secondary subject teachers will be provided to schools with total of 35-70 students in these grades. Additional teachers will be provided based on the standard mountain/hill/Terai. In addition, one full time head teacher will be provided.

- **Secondary schools (grades 1-12):** In addition to the provisions for basic schools mentioned above, a minimum of four additional subject teachers plus an additional grant for teacher(s) will be provided to schools that offer science subjects in grades 11-12. In addition, one full-time head teacher will be provided. Additional teachers will be provided based on the standard mountain/hill/Terai STR.

With regard to teacher professional development, the SSDP program aims to provide for the development and delivery of centralized (or centrally validated) in-service training programs through ETCs and lead resource centres. Alongside this, diverse means of continuous professional development will also be introduced, including online and mobile phone based self-learning resources, short modular courses, support for development and sustenance of subject teacher networks and school based professional development for secondary teachers.

In-service teacher professional development will include mandatory induction training for all new recruits (including pre-primary class [PPC] teachers) for ten days followed by school based learning. With regard to the in-service training, provisions have been made to provide one month and refresher training for PPC/ECED/PPE teachers, to train 56000 teachers lower basic level (grade 1-5) teachers on EGRP, and to provide certificate training for 54000 teachers of basic and secondary level for a period of 30 days (in two modules, including 10 days of school-based practice). These courses will include a variety of topics including how to develop reading skills in students, the use of ICT in pedagogy, the use of
basic science kits, student assessment (including formative and summative) and activity based learning. These courses will be designed and conducted by the NCED and ETCs (and LRCs). Certification of having passed the above courses is proposed to be made mandatory for promotion. Furthermore, modular short duration refresher courses will be provided for 60000 teachers.

Pre-service teacher education will include the development of national teacher competency framework and a framework for pre-service teacher preparation to guide teacher education institutions to reform the curriculum and deliver pre-service teacher education courses. The competency framework will be used for the recruitment of teachers, guidance for teacher professional development and performance appraisal.

According to SSDP, the main challenges for teacher management and professional development:

- Teacher’s salaries consume the major share of the education budget (about 70% of school education sub-sector budget)
- In some parts of the country there is an excess of teachers whilst in other parts there is an insufficient number. Due to the unbalanced distribution of teachers, there is a shortage in more remote areas. Overall, there is an excess of teachers in basic education and a shortage in secondary education. Female teachers are under-represented throughout the system and their numbers are the lowest level at the secondary level.
- Despite some improvements, teacher absenteeism remains a problem; and there is inadequate monitoring to ensure that teachers comply with the most basic requirements of their positions. Many teachers, even when present in the school, do not spent sufficient time on task to ensure student learning.
- Although a variety of training courses have been provided, including on child-centered and activity based learning, there has been insufficient transfer of these methods to classroom.
- There is no effective performance management of teachers and there is lack of teacher career paths and incentives. There are insufficient rewards for effective teaching and in general the teaching force lacks motivation and public support.

SSRP recognized the importance of motivated and well-equipped teaching force; but it has been difficult to implement an effective teacher management system due to the many different types of teachers and contracts. In the last two years, there
has been considerable progress on the needs based re-deployment of teachers across 65 districts and the application of quotas that will increase the low numbers of female, Dalit and Janajati teachers. The provision in the amended education act provides an opportunity to temporary teachers to upgrade to permanent teachers or leave their post accepting a ‘golden handshake’, making space for the recruitment of new permanent teachers. After many years, 2013/14, the Teacher Service Commission appointed 13,000 new permanent teachers, and recently an additional 12000 such teachers were recruited. This has greatly boosted the number of permanent teachers in the system.

The findings of a teacher management study taken in 2013 led to the development of a teacher competency framework, and MOE’s approval of a Teacher Management and Development Strategy. A number of actions were taken based on the strategy.

Although some updating is needed, the teacher management and development strategy provides a solid foundation for improvement under the SSDP. It is recognized that the management and professional development of teachers needs to be given top priority of teaching practices are to improve. Effective teaching practices are essential for improving learning outcomes at all levels.
CHAPTER SIX
FINDINGS AND RECOMMENDATIONS

This chapter presents the summary of major findings and recommendations of the study. For the ease of presentation, the findings and recommendations are presented thematically as below:

6.1 Summary of Major Findings

1. Demographic Status

- The study found that there is significant community contribution in the teacher management both financially and in relation to human resource management as 45999 teachers hired by the communities besides 101950 teachers working are in the approved and rahat positions at primary level as well as 12,306 teachers besides 25772 teachers are working in the approved and rahat positions in the LSS. This is 31.1 percent at primary level and 32.3 percent at lower secondary level in the total number of teachers.

- Many of the schools in the country has least number of students as there are more than 7000 schools with 1-5 grades having less than 50 students and more than 13,000 schools having less than 100 students in operation in the country.

- There were 27728 students in 48-sampled school from the eight sampled districts. Among them, the number of girls (51.45%) was more than that of the boys (48.55). The number of students in the districts from terai was significantly more in comparison to the districts from the hills and mountain.

- There were 943 teachers working in the sampled 48 schools. Among them, about 87 percent (86.95%) of them were trained. Many of the teachers who were untrained are either of ECD or of +2 level. There were only 48 percent permanent teachers in the school. That is, more than half (52%) of the schoolteachers were non-permanent with different types. Among the non-permanent too, 21 percent of them were temporary teachers, 16 percent were contract and remaining 15 percent were other different types of teachers. The study found only 7 percent teachers having SLC as their academic qualification. More than 20 percent of them had PCL (+2) as academic qualification. More than 35 percent and more than 36 percent teachers had undergraduate and postgraduate level’s qualification respectively. There were 0.5 percent teachers having research level (more
than post graduation) academic qualification. However, there found no unqualified teachers (having least than the defined qualification) working in the schools.

- The student-teacher ratio was not the similar to all the sampled districts understudy. That is, there is high STR in the districts of terai in comparison to the districts of hills and mountain. Among these too, the STR in mountain districts were relatively higher than that of the hilly districts. The average STR under the study has been discovered as 1:29.4, which is relatively higher than that of the national average.

2. Existing legal provisions, norms, and standards for teacher management

According to the study, there are different legal provision, norms and standard for teacher management. Their focus is on the teacher preparation, selection, appointment, deployment and re-deployment, professional development and the departmental actions. The study found the followings in the major managerial aspects of teacher management:

- **Teacher Preparation:** The universities are conducting teacher preparation courses as pre-service teacher training programs. However, many stakeholders including the teachers perceived that the courses are focusing more on pedagogy and least on contents related to knowledge and skill required for teaching. Due to this, the classroom delivery esp. in the upper grades is affected. Further, the study showed notable portion (13%) of untrained teachers working in the schools. However, they were appointed during the recent years after the 10 months basic teacher training by NCED based on Teacher Education Project was over. Some of them were also appointed as technical education or specific subject teachers in the service after the relaxation of training for getting teaching license.

- **Selection, Appointment, and Placement of the Teacher:** The education act, 2028; education regulation, 2059; and the TSC regulation, 2057 have clear provisions regarding the selection, appointment, and placement of the teachers. Further, the Local Government Work Operation Act, 2074 has given the rights to the local level to prepare and implement their respective education regulations. The study found more than 50% local bodies preparing and implementing the local education rules. By this, there were both the documents in operation, and due to that, some anomalies, confusion and conflict regarding the selection, appointment, and placement of teachers were observed. Mainly, the LGs were not found clear regarding their duties in relation to the operation of school education
including teacher management. Perhaps, it may be due to the absence of Federal Education Act and Regulation.

- **Transfer and Promotion of the Teacher:** The education regulation has stated that the transfer of only the permanent teachers will generally be done based on the will of the teachers and the mutual agreement between the two SMCs. The transfer will only be done within the same level matching the subject wise need in the upper grades as well. However, the statutory provision was not found in fair practice. Due to this, many of the schools understudy were found facing the problems of understaffing as well as overstaffing. Regarding promotion, there is clear provision in the regulation, and that was found in fair practice as well. However, the study found some grievances of teachers regarding non-counting the marks for performance appraisal on the ground of not submission in time, not signed by the immediate or next supervisor or by the review committee and the like.

- **Distribution, Deployment and Redeployment of the Teacher:** The education rules as well as the TSC rules have some statutory provisions related to teachers' distribution, deployment, and redeployment. Further, the SSRP successfully realigned the overall schooling structure with basic and secondary education. The constitution of Nepal (2015) entails re-orientation of the governance and management of the educational system and its delivery mechanisms, especially to meet the new guaranties of free and compulsory basic education and free secondary education. The ‘Teacher Rationalization and Redeployment Plan- 2016/17’ has focused on the current issue in the related field. This shows the strong legal provision to manage the distribution of teachers in the country. However, distribution of teachers as per the requirement of schools and redeployment of them from surplus schools or level to shortage one is yet to be rationalized.

- **Teachers’ Professional Development:** Among the provisions of teacher management, the provision related to TPD seems somehow week. Although TPD is a continuous process of teacher development, the need-based TPD programs is not in place. The major responsibility for teacher development lies with National Centre for Educational Development (NCED) at present. TPD for in-service teachers in Nepal has been mandated between NCED and DoE. The NCED through ETCs and LRCs, and the DoE through RCs have been reaching out to teachers for various
interventions under the teacher professional development. The current TPD program offered by the NCED provides a 30-day professional development opportunity over many years in Nepal. However, there is hardly any follow up training programs, and classroom level mentoring or support to teachers. The teacher education is marred with weak pre-service programs on top of weak student’s in-take into teacher training institutions.

3. The issues faced and lessons learnt by the system in mobilizing the existing pool of teachers

The study has explored some issues that are faced in mobilizing the existing pool of teachers. Further, it has found out some lessons that are learnt from the system as well. Some of such issues and lessons, as discovered were as mentioned below:

3.1 Issues Faced

- Uneven distribution of teacher
  - Due to unfair distribution of teachers, there is a shortage in more remote areas
  - Many schools have an inadequate number of subject teachers (esp. in grade 11 and 12)
  - The distribution followed by 'quote unquote' favouritism, nepotism, political access as well as incapability of the SMCs for strong management, political pressure, intervention, and interference, geographical complexity and low social and academic responsibility bearing by the teachers

- Promotion
  - The district level pool of 40:9:1 for the promotion in each (III, II and I) class has not actually promote the promotion of teachers
  - Late in pperformance appraisal of teachers done by the head teacher and reviewed by the District Education Officer

- Scarcity of the teachers

- Types of teachers (there seems to have more than a dozen types of teachers in schools having different qualification, experience and payment)

- Teacher Transfer (Least objective and systematic criteria for transfer leading to political, economic, social and power accesses)
• **Capacity of the teachers** (Mostly, the basic level teachers having only SLC as their qualification, with years of experience, but not familiar with ICT and modern instructional pedagogy are not updated, and seems barrier to appropriate delivery).

• **Performance appraisal for the sake of appraisal**

• **Weak monitoring, supervision and evaluation**

3.2 Lesson Learnt

• Provision of class wise teacher quota in lower basic (1-5) level and subject wise teacher quota in upper basic (6-8) and secondary level (9-12) helps to solve the problems related to the distribution of teachers. However, proper mapping of schools and redistribution of the teachers' quota before the implementation of this provision is essential. Further, cost sharing model between the federal and provincial level government as well as bearing cost of contract teachers by the local government may be an alternative approach of managing additional cost incurred by this.

• At least annual vacancy call and fulfillment by TSC will manage and systematize the recruitment process as well as scarcity of teachers. It would be better to run schools with the permanent teachers as far as possible. In case of the absence of permanent teachers in waiting, the schools may manage self-financed teachers in contract.

• Twenty-five percent internal and 75 percent open competitions in the recruitment of teachers seems ideal.

• Elimination of all the types of teachers provisioning only of Permanent and Contract teachers brings uniformity both in quality of service delivery. This could be done by provisioning self-financed contract teachers by the school, except by the TSC. The problem in teacher selection is mainly due to political influence, nepotism, favorism, and other hallo-effect in selection of the teachers locally.

• Introduction of criteria based transfer system brings transparency and improves the quality of system.

• Increment in the quota for teacher's pool and revisiting in the promotion system encourages teachers' efficiency.

• Revision in existing performance appraisal criteria including the research, publication, students' performance in the subject taught, participation in
training, workshop, seminar, use of ICT, and contribution to the school makes teachers accountable towards their duty.

- Proper management of SMC and leadership of the head teachers are the two fundamental key to success in school education.

4. The perception and the views of stakeholders regarding Teacher Management in Federal Structure

The following perception and views of the stakeholders regarding Teacher Management in the Federal Structure has been found by the study:

- Among the 15 Local Bodies involved as sample in the study, only 53.33 percent (8) of them have prepared, approved, and implemented the Local Education Regulations.

- All the schools understudy were receiving the salary of the teachers as well as other grants directly from the local level. The sampled local level has also reported that they are providing financial, managerial as well as technical assistance to the schools. This shows the paradigm of managing the schools from the center has been shifted to the local bodies by law, and implemented accordingly, which is one of the greatest achievements of federalism in the country.

- Almost all the teachers and head teachers viewed to receive their monthly salary in regular (monthly) basis through their respective bank account.

4.1 Existing Role of Local Government in Teachers Management

- Despite various flaws on the existing system like political influence on allocation of teachers quota; lack of transparency in teachers selection locally, placement and promotion; the respondent viewed that the usual functions of the TSC should be carried out by making it a constitutional body to carry out responsibilities in teachers licensing, selection exam, recruitment and promotion.

- While deciding the teachers’ quota it would be more vital to coordinate with local government to calculate the exact need of the teachers by qualifications, subject and grade.

- Majority of the teachers and head teachers have a sense of insecurity in their jobs in consideration of the local government roles to play in teachers’ management.
4.2 Creation of the Post and Allocation of Quota for Teachers

- Four key components namely number of students, grades (classes) running in the schools, subjects to teach like civil engineering, computer engineering, agriculture and livestock, and agronomy in grade 9 to 12, and the student-teacher ratio (STR) in the school are indicated for deciding the number of quota for teachers.

- In case of having insufficient number of (subject) teachers at schools, the schools were found of using four major ways to fulfil the needs of teachers: (i) upgrading the subject teachers, (ii) recruiting new subject teachers through community resources, (iii) assigning senior grade subject teachers to ask for teaching at lower grades, (iv) requesting teachers for multi-grade teaching.

- As the review on constitutional provisions showed the liability of FG to ensure the fundamental rights for education to every people, it is the primary responsibility of the GoN to invest in the school education. To maintain uniformity, quality, and relevancy as well as to develop efficacy and effectiveness in classroom delivery, the creation of the post of teachers (quota allocation) and the financing for it should be the major and primary responsibility of the FG, which was supported by many of the stakeholders.

4.3 Teacher Preparation

- According to many of the stakeholders as well as some of the empirical studies, the teacher preparation courses of the universities are dominated by the pedagogy focusing least in the required content of the subject matters that focuses on how to teach more than what to teach. The existing pre-service teacher education curricula need to upgrade to provide adequate disciplines wise contents before the teachers entering the teaching profession.

- Before the placement of the teachers to any school, they should be given orientation training or training for entry to teaching jobs as a preparation for teacher. In this regard, the NCED and its training centre and similar other institutes under the GoN must be mobilized to organize the training. The paradigm of teacher education can be changed to make them qualified to face global challenges of 21st century by incorporating the following aspects in the teachers training curriculum:
  - Command of subject matter
  - Curriculum focused on teacher development
- Effective teaching methodology and pedagogical skills
- Preparation of effective instructional techniques and their uses
- Teachers’ ethics
- Child psychology, education psychology and moral education
- Curriculum covering technological aspects and use of ICT
- Values, life skills
- Local curriculum including subjects on mother tongues

### 4.4 Criteria, Qualification and Experiences

Almost all the stakeholders opined that the determination of criterion, qualification, and experiences of the teacher falls under the jurisdiction of the FG (GoN) under federal law. The table below has summarized the major and most common views of the stakeholders regarding criteria, qualification and experiences for the post of teacher:

<table>
<thead>
<tr>
<th>Major Aspects</th>
<th>Particulars</th>
<th>Remarks</th>
</tr>
</thead>
</table>
| **Criterion** | - Minimum qualification and training set by law  
- High level of dedication, motivation and interest | - Determined by the FG in the federal law (Act) |
| **Qualification** | - Minimum undergraduate in related discipline for basic level  
- Minimum postgraduate in related discipline for secondary level | - The in-service primary level teachers should be given the chance of either qualification upgrading within certain period of time or retirement with golden handshake to apply the set qualification. |
| **Experiences** | - No need of any work experience for | - Research, consultancy and extension related activities, publication, |
third class teachers
- At least ten year's work experience for second class teachers
- At least fifteen year's work experience for first class teachers

participation in training, workshop, seminar, conduction of outreach and community facilitation, administrative and academic responsibility etc. may be extra requirements.

### 4.5 Selection of the Teachers

- While synthesizing different views and perception of the key stakeholders, almost all of them supported the TSC for the selection of both permanent and contract teachers. However, the also focused on the selection of the teacher by the SMC, in case there is scarcity of teachers in the standing list of TSC.

### 4.6 Appointment

- The study found that the teachers in school have to be appointed by the LG under the recommendation of federal/provincial TSC. It will make the LG responsible with ownership to school education in one hand, and in the other hand, the teachers will also be accountable to the LG so that existing situation of the school will be improved.

- In case of SMCs needed the contract teachers for certain period because of unavailability of the permanent as well as contract teachers by TSC, the teacher selection committee can select and certify for appointment of contract teachers locally. In such a case too, the teacher has to be appointed by the concerned LG.

### 4.7 Placement of the Teachers

- According to the study, the schools have been facing the problems of both scarcity and overcrowded of the teachers because of improper placement of them. Many of the stakeholders understudy expressed for revisiting the allocation of teachers quota and make necessary arrangement for deployment and redeployment including the following steps:
  - Making an annual plan for teacher recruitment by the TSC and following that in selection of teachers and placement
o Management of teachers quota either in provincial, district or local level by identifying the needs of teachers by subject and level
o Creating a pool of teachers quota at central level provisionally
o Recalling the teachers from deputation to settle the total number of teachers' position

- The study found that the placement of the teachers appointed by the LG has to be done by the concerned LG in coordination and consultation with the CMC. If so, it will ease the deployment and redeployment of them, if and as needed.

4.8 Transfer of the Teachers

Based on the intensive discussion and interview with the stakeholders regarding the transfer of the schoolteachers, the study has found the following aggregated views of the almost all the stakeholders:

<table>
<thead>
<tr>
<th>Coverage of the transfer</th>
<th>Minimum service year</th>
<th>Transferring agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within the local level</td>
<td>One year after appointment and 5 years after transfer</td>
<td>Local Government: In agreement/consensus with two SMCs, matching the level and subject</td>
</tr>
<tr>
<td>Within the province</td>
<td>One year after appointment and 5 years after transfer</td>
<td>Provincial Government: In agreement/consensus with two LGs, matching the level and subject</td>
</tr>
<tr>
<td>All over the country</td>
<td>One year after appointment and 8 years after transfer</td>
<td>Federal Government: In agreement/consensus with PG, matching the level and subject</td>
</tr>
</tbody>
</table>

Note: The provision has to be addressed by related law before implementation. There should also be some provisions for special cases accept aforementioned.

- The study has also explored the bases that have to be used in transfer of the teachers. Some of such fundamental criteria, as explored by the study were as mentioned below:
  - Priority in transfer should be given to proximity to home and family
  - At least 5 year's service
  - Compliance with the need of subject teachers
  - Socio-cultural and linguistic background
- Seniority of the service year
- Condition of the personal health
- Performance appraisal
- Academic qualification

4.9 Promotion

- The study explored the pool of teachers for promotion should be at local level. As regards the ratio of teachers for promotion at first class, second class and third class, many of them opined that the existing ratio is not very appropriate as it limits the opportunity of promotion. Thus, it was expected to vary the ratio of teachers for promotion at rural municipality, municipality, sub-metropolis and metropolis depending upon the total numbers of teachers.

- According to many of the stakeholders, there should be at least one first class teacher in each level under a local body.

4.10 Distribution, Deployment, and Re-deployment

- According to the study, the distribution, deployment, and re-deployment of the teachers is very crucial and sensitive issue of managing teachers in Nepal. All the stakeholders agreed that there is heavily uneven distribution of teachers in schools. Some stakeholders accused of the incapability of the administrative leader (DEO, and Head Teacher) to have the uneven situation whereas, some other accused of the political interventions.

- The representatives of teachers' confederation and the head teachers viewed to manage the deployment and redeployment of schoolteachers based on number of students, class wise and subject wise need at the national level.

- The literature shows that the primary level teachers in the schools are more in number than what is actually required. However, there is the scarcity of teachers for lower secondary and secondary level.

4.11 Professional Development

- All the stakeholders realized the need of professional development of the teachers as a continuous process to strengthen the delivery of teaching for quality learning. However, the study could not clearly suggest the institutional body that should play an active role in the changed context; as
the stakeholders pointed out to all the SMC, LG, RCs, TTCs, university and NCED.

- The teachers require professional development opportunity from the government for upgrading of their knowledge and skills for efficient teaching, however; they themselves have to play a dynamic role in strengthening their professional capacity. Some of such areas as explore by the study were as mentioned below:
  - Regularity in teaching
  - Self study
  - Use of ICT and new knowledge
  - Open distance learning
  - Participation in professions forum
  - Timely update and knew knowledge
  - Participation in short term training
  - Academic publications
  - exposure visit
  - Action researches and refresher courses

- Some of the teachers emphasized on better salary, increments of grades, and free education for the teachers' children and free medical facilities as incentive towards professional development.

- Majority of the schoolteachers and the HTs mentioned that the professional organizations of the teachers, largely, be involve in organising advocacy programmes, seminar, workshop and short-term training and some researches towards upgrading the quality of education in their respective regions.

4.12 Supervision, Monitoring and Evaluation

- Most of the teachers and head teachers understudy mentioned that the HTs are the right persons for day-to-day monitoring and evaluation of the teachers as well as to supervise their entire academic activities. However, some occasional supervision must be done by the SMC, PTA and the representatives of the local government to ensure the quality of teaching. The record of daily activities of the teacher can be used in annual performance evaluation, so that the head teacher should be fully
responsible to have monitor, evaluate, and supervise the teachers' daily activities.

- As regards the departmental action against the teachers, there were different opinions. However, most of them focused on local government and LEO as responsible for this.

4.13 Performance Appraisal

- All the stakeholders understudy focused on providing clearly defined job description to the teachers during their appointment, so that their performance can be evaluated based on the achievements measured against the ToR.

- Most of the HTs and DEOs understudy mentioned that the teachers' performance evaluation should be based on the following aspects:
  - Compliance of the job description with the tasks done
  - Subject wise average learning achievement shown in students' result
  - Regularity in teaching and involvement in extracurricular activities
  - Commitment to duty
  - Relationship with students
  - Capacity on instruction and command of subject matter
  - Social and interpersonal relationship
  - Involvement in the professional development activities

- Regarding the teachers performance evaluation, the FGD with the SMC and PTA members showed that the teachers are given the details of their responsibilities by the school formally, at first. As regards the performance evaluation of the teachers, majority of the teachers viewed that the HTs must be more responsible compared to the resource person. However, some HTs and the teachers mentioned that even the SMC and the Local Education Officer (LEO) should also be given some weight for teacher's performance evaluation to make it fair and impartial.

- The study found that the HT and the SMC should be made responsible for entire tasks of performance evaluation, monitoring and supervision of the teachers. It was fairly because they tend to be more familiar with the teachers and the conditions of the schools. However, the involvement of
LEO may eradicate any sorts of subjective biasness introduced in the process, if any.

- According to the study, the record of performance appraisal should be kept both at the concerned local level as well as in the province level mechanism, which will coordinate with the promotion system as the Province TSC will be responsible for the promotion of the teachers.

4.14 Management of Teachers' Information and Record Keeping

- Concerning the management of information and record keeping of the schoolteachers, no comprehensive data and ideas have been explored. The heads of the local government clearly stated that the record of the teachers like salary, leave, performance evaluation should be mentioned at the local government office. The central and provincial agency should also maintain such information by collecting from local level. The FGD revealed the record keeping of the teachers should be at the central and provincial level.

- As regards the selection provision of the HTs, there were two different opinions. First, the appointment of the head teachers should be on open competition and second the teachers should be promoted to the head teachers based on the actual number of teachers in municipality or district level. The study showed that the position of the head teachers should be of a senior class than that of the teachers in the schools. If possible, many of the stakeholders were in support of special class for secondary level. Five years tenure should be provided for the HTs and the tenure should be extended based on the performance evaluation. A fixed criteria and selection procedure of head teacher should be developed at provincial or district level in consultation with the central level.

- As regards the departmental action two separate mechanisms comprising the SMC and local government for the head teachers and that of the HT, SMC and representative of local government for the teachers were suggested.

- In the existing situation it is also suggested that a concrete steps be made by the federal government to establishing provincial body of TSC to ease the entire process of teachers recruitment, placement, transfer, promotion and deployment.

4.15 Resource Mobilization

- Concerning the mobilization of resources, the study found that the local governments have planned to extend the scope of taxes rather than
increasing the taxes. They plan to generate resources through taxes on goods and products, income tax and rental services and the grants from the central and provincial government and mobilize for the capacity building at the local government level, providing incentives to the school and teachers, and developing a support system to the school. As the local government should allocate the salary and allowances to the teachers appointed on contract basis locally, they were also found of planning for that. The stakeholders argued that the whole responsibility for supporting the school should rest on the federal and/or province government. The local government should be playing the role in generating resources to provide additional support for school management and incentives to schoolteachers.

6.2 Recommendations of the Study

Based on the aforementioned discussion of the results as well as the summary of the major findings of the study, the following points are recommended for the betterment of teacher management in the changed context. These recommendations are mainly appropriate for the departure of teacher management from the existing system to the federal structure.

1. The jurisdiction of the three levels of (Federal, Provincial, and Local) governments in relation to teacher management should be exercise as below:

<table>
<thead>
<tr>
<th>Governments</th>
<th>Major Jurisdictions (in relation to Teacher Management)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal Government</td>
<td>• Creating quota for teachers</td>
</tr>
<tr>
<td></td>
<td>• Determination of norms, qualifications and experience for teachers</td>
</tr>
<tr>
<td></td>
<td>• Teacher Selection</td>
</tr>
<tr>
<td></td>
<td>• Promotion of teachers</td>
</tr>
<tr>
<td></td>
<td>• Determination of Salary, allowances, pension, gratuity, insurance, and other facilities</td>
</tr>
<tr>
<td></td>
<td>• Determination of punishment and other departmental actions</td>
</tr>
<tr>
<td></td>
<td>• Determination of Code of Conduct (Head teacher, teacher, personnel, student, SMC, PTA and Local level authority)</td>
</tr>
<tr>
<td></td>
<td>• Management of financial resources for the schools</td>
</tr>
<tr>
<td></td>
<td>• Formulation of national policy related to teacher management</td>
</tr>
<tr>
<td>Local Government</td>
<td>• Appointment/recruitment (Local level)</td>
</tr>
<tr>
<td></td>
<td>• Placement of the teachers (Local level/SMC)</td>
</tr>
<tr>
<td></td>
<td>• Monitoring and Supervision of Teachers (Local level)</td>
</tr>
<tr>
<td></td>
<td>• Performance evaluation of the teachers (SMC and local level)</td>
</tr>
<tr>
<td></td>
<td>• Implementation of punishment and other departmental actions</td>
</tr>
<tr>
<td>Governments</td>
<td>Major Jurisdictions (in relation to Teacher Management)</td>
</tr>
<tr>
<td>-------------</td>
<td>--------------------------------------------------------</td>
</tr>
<tr>
<td>(Local level)</td>
<td></td>
</tr>
</tbody>
</table>
| Federal, Provincial, and Local Government | - Preparation of teachers  
  - Teacher Education (Federal and Provincial)  
  - Training and other TPD activities (Provincial and Local)  
- Transfer of the teachers  
  - Within local level (Local government)  
  - Within province (Provincial government)  
  - Within country (Federal government)  
- Distribution, deployment and re-deployment (Coordination of the three level of governments)  
- Resource mobilization (Coordination of the three) |
| Province and Local Government | - Promotion of the teachers (Provincial office of TSC)  
- Record keeping of the teachers (PG and LG)  
- Record keeping of the Performance Appraisal (LG and PG)  
- Teacher Training and other TPD activities (PG and LG) |

2. For the clarity of jurisdiction of the three level of government, it seems the need of broad-based policy guidelines. The implementation of the provisions mainly related to teacher selection, placement, transfer, promotion, matching the quota of teachers by subject, grade and students' numbers, record keeping and professional development should be addressed by the policy framework and existing law before their implementation. Thus, it may demand amendments in the existing constitutional as well as legal provisions. While implementing the aforementioned recommendations, the governance system of school education seems to be operated as below.

**Governance System of School Education**

![Governance System of School Education Diagram](attachment:image.png)
3. The three major recommendations related to the creation of the post (quota) of the teacher in the changed context are to be followed:

- Before taking decision related to create quota of the teachers, there is a need for school mapping throughout the country. Based on the mapping of the schools the teachers’ quota should be allocated/re-allocated on the basis of the needs of the schools. While doing so merging of two or more schools or establishing new ones may be considered as an alternative measure.

- As the schedule eight of the constitution has provisioned school management to be the role of local government, teachers' quota should strictly be created making it need based. School education is one of the fundamental rights of all and it is a matter of serious concern of all the three levels of government. Thus, need assessment by the local government, recommendation of the assessed quota by the provincial government, and the creation of the new posts (quota) by the federal government at central level will be an appropriate strategy. While doing so, the local government has to conduct a detail Organization and Management (O & M) Survey to analyze the need of teachers within the coverage of local level.

- Teachers' quota should be created (at national level) considering the essentiality of grade wise teacher distribution at lower basic level (1-5) and subject wise teachers at upper basic (6-8) and secondary (9-12) levels, including for technical education and vocational training. However, a comprehensive school mapping and re-distribution of the schools (esp. the schools of lower basic level) in the changed context is recommended before its implementation. As student-teacher ratio, geographical complexity, and proximity of the nearby school along with subject wise and grade wise distribution of the teachers are the bases of determining teachers' quota, multi-grade multilevel teaching (in lower basic level) may be an alternative in case of exceptional cases in which, the school has to be conducted without concerning the number of students.

4. Considering the perception of the stakeholders, the study suggests to incorporate the following aspects in the curriculum of teacher preparation to make it need based:

- Adequate content required for the teacher
- Instructional methods/technology/pedagogy
- Use of ICT in education
- Child psychology
- Teaching skills and art
- Social justice and equity
- Research, projects, publication and innovations
- Testing and evaluation
- Preparation and use of modern instructional materials
- Concept of behavioral, moral and lifelong education

5. As the preparation of teachers in the changed context is concerned, the recruitment of teachers should mainly be based on their educational qualification. Since the knowledge, skills and attitudes have the major role to play in teaching job, it is suggested that the bachelor's level course offered by faculty of education, which more focuses on pedagogical aspects of teaching, the core contents have to be added compared to other faculties like management, science and humanities & social science. Therefore, three alternatives have been suggested:

- Changes and improvement through revision of the curriculum of teacher preparation courses balancing strictly the pedagogy and contents
- Provision of providing teacher-training courses of at least one-year's duration to the undergraduates or graduates in other disciplines should be managed before they sit for licensing exam.
- The universities should enroll the undergraduate students from any discipline in the B. Ed. program who would be allowed to take TSC examination after receiving the defined training.

6. Regarding the academic qualification of teachers, the study suggests 12-class pass qualification for the teachers of grade 1-3. Similarly, bachelor’s level for grades 4-8, and master’s level for the secondary level in relevant subject areas has been recommended. Based on the recommended educational qualifications, the working teachers who are under-qualified and continuing the job, should be given opportunity to pursue further education to meet the stated qualifications. If any teachers cannot fulfill the desired minimum qualification in a given period of time, they should be terminated with reasonable benefits. All these actions should be regulated by rules and regulations prior to their implementation.
7. The TSC only should select the permanent teachers. Different categories (types) of teachers should be eliminated with only the permanent and contract (two types of) teachers in place. Provision should be made to appoint teachers in contract by the respective local body in their own financing. When the schools need permanent teachers, they have to be appointed through the pool of teachers from TSC. The existing teacher management practices should therefore consider the following as way forward mechanism in the federal system:

- Provincial level office of TSC may be established to implement the essence of federalism with easy access in service. It is also suggested that the annual announcement of teacher vacancy and promotion should be made by the TSC both at federal and provincial level. The licensing examination should be taken in every six months time to create a pool of prospective teachers.
- TSC should publish the result of teachers in two different sheets for both the successful candidates and candidates in waiting in the ratio of at least 1:2 so that the permanent teachers can be taken from the waiting list within the validity period, if needed.
- The licensing examination and the recruitment tests should be more competitive and standard to recruit qualified teachers. The test should have all the written, oral and practical forms (presentation and demonstration) of evaluation too.
- If the schools need some teachers during the period of not having any teachers in the waiting list of permanent teachers by TSC, the SMC under the recommendation of the teacher selection committee can appoint teachers in contract for a maximum of one year's period following the due procedures set by the law and rules.

8. The study suggests the following for the placement of the teachers in schools:

- The placement of the teacher should be under the jurisdiction of LG.
- Distribution of the teachers should be need-based and should be done in coordination with the head teacher.
- A comprehensive national policy for placement, distribution, deployment, and re-deployment of teachers is needed.
- Annual vacancy for teachers made by the TSC on regular basis may solve the existing problem of placement and distribution. For this, the TSC working calendar should be implemented in a way that the new
teachers will be appointed within the last month of every academic year.

- Some institutional body at provincial level should be there to manage teacher’s placement, deployment and re-deployment, recommend teacher's quota and/or organizing professional development programs and proper record keeping of these activities.

9. Management of the transfer of the teachers in the federal structure should be done as suggested below:

- Well-articulated guidelines should be developed for transferring the teachers at various levels like within local level, within district, provincial and national levels. The guidelines should include the criteria, process and agency to be involved in the transfer of the teachers.

- To ensure availability of the teachers in schools (from the first day of the start of new academic year), transfer of the teacher should only be done during the last month of the academic year.

- The transfer of the teacher should be in mutual understanding and consensus between the two parties (SMCs, LGs, PGs). It would be better if transfer of the teacher is brought under common jurisdiction of the three governments: Local Government within local level, Provincial Government within the province, and Federal Government all over the country. However, priority should be given to the transfer within the local level by the local government. The involvement of Provincial and Federal Government in transferring the teacher should be kept for exceptional. The criteria for transfer should be based on the needs of the schools. Priority in transfer should consider the proximity to home and family, years of service, compliance with the need of subject teachers, socio-cultural & linguistic background, and seniority of the service year, performance appraisal, and academic qualification.

- Well-defined norms and standards for transfer across the districts and provinces should be in place with provision to provide extra benefit (both financial and service related) for the transfer in rural places.

10. The teacher's pool for promotion is better to fix at the level of Local Government. That is, total number of teachers at the local level should be a basis for their promotion. While doing so, provision should be made to ensure at least one first class teacher at each level under the local body (level).
address this, the following two recommendations related to promotion of teacher have been suggested for immediate implementation:

- The promotion of teachers should strictly be based on their annual performance appraisal against the Job Description (JD) provided so far.
- Below mentioned ratio of level wise teachers under different local bodies has been suggested to manage as the pool of teachers' for promotion.

<table>
<thead>
<tr>
<th>Local Body</th>
<th>III Class</th>
<th>II Class</th>
<th>I Class</th>
<th>Total</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural municipality</td>
<td>15</td>
<td>8</td>
<td>2</td>
<td>25</td>
<td>8% 1st class, 32% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Municipality</td>
<td>24</td>
<td>12</td>
<td>4</td>
<td>40</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Sub-metropolitan city</td>
<td>36</td>
<td>18</td>
<td>6</td>
<td>60</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
<tr>
<td>Metropolitan city</td>
<td>48</td>
<td>24</td>
<td>8</td>
<td>80</td>
<td>10% 1st class, 30% 2nd class and 60% 3rd class</td>
</tr>
</tbody>
</table>

11. The following strategies are suggested to manage the distribution, deployment, and redeployment of the teachers:

- For a certain period, the district level pool of the teachers should be transferred at least to the provincial level so that the deployment and redeployment should be done at the provincial (or national) level.

- The excessive number of primary level teachers can be deployed and redeployed at the lower secondary and secondary level considering their academic qualification and subjects of specialization. This can be done without any increment in their regular salary, benefits, and the level of promotion. However, this has to be addressed by the legal and statutory framework before its implementation.

- Matching or compliance of the teachers' quota is an immediate concern and therefore following recommendations are made to manage it:
  - Different criteria for allocating teachers' quota to basic level and secondary level should be made. From grade 1 to 5 there should be provision of grade teachers by considering the number of students. There should be subject teachers at basic (6-8) and secondary level specially to address the needs of teachers in technical subjects and
for special needs education. To maintain the standard of STR, the number of students should also be taken into consideration while deploying and re-deploying them. However, in special cases; multi-grade and multi level teaching in the lower basic level should be encouraged.

- A national survey would be desirable to explore the workload, quota, and necessity for deployment and redeployment of the teachers in the changed context. It would also be better to conduct a comprehensive Organization and Management (O & M) Survey in the local level, throughout the country.

12. In relation to the professional development of the teachers, the study suggests the following for immediate actions:

- There is a need for encouraging teachers by implementing the provision of terms and conditions of job (service) comparable to similar other government jobs.
- National Teacher Training Institute should be established at the Federal Level. However, all the executive level tasks related to TPD should be managed and executed by the Provincial office of Teacher Training Institute (PTTI) via the Teacher Training Centers (TTCs) established at each local level. This national institute is supposed to provide pre-service, in-service as well as refresher courses for the candidates (teachers).
- Different terminal plans and programs (like short-term refresher training, exposure visits, workshops, further study, training abroad etc) for teachers' professional development should be developed at central and provincial level and implemented accordingly.
- In view of the changing context of local government for teacher management, the local government should be resourceful in terms of both financial and human resources.
- Research and publication should be tied with professional development of teachers

13. Regarding supervision, monitoring and evaluation, the study suggests the following departure in the federal structure:

- Head teacher should do the teachers' monitoring, evaluation and supervision of daily activities. The involvement of SMC and the concerned personnel of the local government (LEO) on periodic basis will be there as an extra efforts added to it.
• A handbook on monitoring and supervision of school activities, head teachers role and teachers performance should be developed by the local government before its wider implementation.

14. In relation to the performance appraisal of the teachers in school, the study suggests the following points for prompt implementation:

• Compliance of job description (JD) with the tasks done, subject wise average learning achievement shown in students' result, and regularity in teaching and involvement in extracurricular activities should be regarded as the major indicators for assessing the performance of the teachers. Similar other indicators may be the commitment to duty, relationship with students, capacity to deliver instruction and command of subject matter, social and interpersonal relationship, and involvement in professional development activities.

• The Head teacher, SMC, and the LEO should do teacher's performance appraisal, based on the set criteria, as all of them should be familiar with the performance of the teacher. However, to avoid the presence of subjective biasness, the involvement of a provincial level mechanism in reviewing the appraisal of the teachers' performance may be an extra effort to it.

• The annual record of performance appraisal should be maintained at the office of concerned local level (LEO) as well as at the provincial level.

15. Management of teachers' information and record keeping should be done as follows:

• For the management of overall data related to teachers in the nation, a provincial level archival entity has to be established. The capacity enhancement of the existing Shikshak Kitabkhana can be an alternative to it. The Ministry of Education, Science and Technology (MoESC) may establish an EMIS unit at the center, which may also manage, control and store the teachers' records. Alternatively, a separate body can also be established in each provincial level in coordination with the MoESC.

• An electronic Teacher Management Information System (TMIS) has to be established in the archival office. It has to combine the records at the national, provincial and local level, which has to be coordinated with the existing EMIS. The TMIS should include a complete profile of every schoolteacher and a unique record number (code) should be
assigned individually. The profile should include all the administrative and academic information of the teachers including their qualifications, experiences, trainings, professional needs and status, postings, transfers, performance appraisal results, promotions, salary history including the departmental actions taken against them. A reference can be taken from the PIS of *Nijamati Kitabkhana* used for civil servants in the country.

16. For the management of teachers for special needs children, the study has suggested the following three points:

- To address the fundamental rights to education for children with special needs, GoN has to invest more in this sector. It would be better and cost-effective to integrate the resource classes and special schools into one within a district. The school with well-facilitated hostel and teaching learning materials/equipments has to manage for their facilitation.

- The TSC should make provision for selecting extra-competent and dedicated teachers having specialization in special needs education for teaching special needs children. Different criteria can be developed for this to address the needs of these children.

- The curriculum for special need children should focus on lifelong education with skill promotion, rather than on theoretical aspects only.

17. The Government of Nepal has to bring out Federal Education Act and Federal Education Regulations incorporating clear jurisdiction of the three levels of governments in educational management. Based on this, the Provincial Government is suggested to prepare their own education act and rules that is implemented within the province. The implementation of these acts and rules may provide clear guidelines for all the local levels so that they could also prepare and implement their respective Local Education Acts and Regulations.

18. As all the teachers working in rahat (relief) quota, temporary quota, and early childhood development classes including the teachers of grade 11-12 are receiving the government salary, it is advisable to convert their provisional quota to the permanent one. This will obviously increase the total quota of permanent teachers as well as cost, which the nation has to bear. The fulfilment of permanent teacher by the TSC (in these quotas) may manage the large number of existing provisional teachers in schools.

19. In the changed context, it is advisable to manage the head teachers locally. For this, provision should be made to select head teachers from the senior permanent teachers of the same level under a local body by the respective Teacher Selection Committee following the due process.
### 6.3 An Action Plan to Implement the Recommendations

<table>
<thead>
<tr>
<th>S.N.</th>
<th>Issues</th>
<th>Solution</th>
<th>Responsible Institution/Agency</th>
</tr>
</thead>
</table>
| 1    | Constitutional and legal issues related to total teacher management plan | - Constitutional amendment Make Teacher Service Commission (TSC) constitutional body or make it a part of Public Service Commission(PSC)  
- To create TSC at Provincial Offices of TSC  
- Authenticate TSC to create proof teachers at federal level and deploy them at provincial level.  
- Make TSC at Provincial level  
- Make the TSC at Provincial level responsible for teachers’ selection and placement and transfer responsible and work out on teachers ration for promotion of teachers | - Though the management of the teachers lies with LG/B, according to the constitution to ensure the fair distribution, deployment and redeployment of the teachers for initial stage should be done by the federal level at the initial stage  
- To make the Provincial level active in selection and deployment in consultation with the LGs and the SMCs |
<p>|      | • Make Teacher Service Commission (TSC) constitutional body or make it a part of Public Service Commission(PSC) |                                                                          |                                                                                                |
|      | • Establishment of Provincial Offices of Teacher Service Commission TSC |                                                                          |                                                                                                |
|      | • Issues for creating pool of teachers                                 |                                                                          |                                                                                                |
|      | • Deployment and redeployment of teachers                              |                                                                          |                                                                                                |
|      | • Managements of teachers who have long service experiences but are not permanent e.g. Rahat quota (relief quota) and PCF etc |                                                                          |                                                                                                |
|      | • Push the Local Government (LG)                                       |                                                                          |                                                                                                |</p>
<table>
<thead>
<tr>
<th>S.N.</th>
<th>Issues</th>
<th>Solution</th>
<th>Responsible Institution/Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>introduce education bills to clearly spell out their roles in teachers management</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| 2.   | Various of teachers type as a problem: in Nepalese schools 12 types of teachers like permanent, temporary, relive (Rabat quota), contract, Rescore person, teachers on deputation, Special school teacher, PCF quota teacher, substitute teacher, Female teacher, Community funded teacher, I/NGOs funded teacher, and voluntary teachers | • Make provisions for only one type of teachers permanent only  
• Introduce incentives system to those teachers who fail their exam | The federal government must define the type of teachers with regulation enforced.  
• TSC must ensure rural vacancy and placement of teachers. |
| 3    | Uneven distribution of teacher                                                                                                                                                                         | • Develop teachers quota based on the needs of the school  
• Carry out school mapping to mirth school based on the actual needs and reality of the place | The TSC should collect the information on the availability and lack of teachers’ quota in the school in coordination with Local Government.  
Local Government should be consulted nby the the TSC. |
<table>
<thead>
<tr>
<th>S.N.</th>
<th>Issues</th>
<th>Solution</th>
<th>Responsible Institution/Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>- creation of the new posts (quota) by the federal government</td>
<td>- The TSC should fix the actual require of the of the teachers quota.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Placement of the teachers based on the actual needs of the number and subject at Provincial</td>
<td>- The at the federal evl and the provincial level TSC at the Province:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Placement of the teachers based on the actual needs of the number and subject at school level Provincial</td>
<td>- The LG and the SMC of the concerned school should appoint the teacher based on the quota</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Scarcity of teachers to be resolved</td>
<td>- Ensure the opening of the vacancy of the teachers on a half-yearly bias.</td>
<td>- The TSC at the centre and the Provincial TSC should be responsible</td>
</tr>
<tr>
<td>5</td>
<td>Teachers minimum Qualification should be roused.</td>
<td>- Minimum Qualification of teachers for grade 1-3 should be 12 class pass for grade 1-3, bachelor’s level for grades 4-8, and master's level for the secondary level in relevant subject areas grade 1-3</td>
<td>- The Minimum educational qualification should be decided by the Federal government though amendment in educational act in consultation with the TSC.</td>
</tr>
<tr>
<td>6.</td>
<td>Pre-serive training of the teachers</td>
<td>- The system of pre-service teachers training should be revised to ensure the balance of the core subject and the pedagogical components</td>
<td>- The MOEST in consultation with the Universities of the country must revise the pre-service curriculum</td>
</tr>
<tr>
<td>S.N.</td>
<td>Issues</td>
<td>Solution</td>
<td>Responsible Institution/Agency</td>
</tr>
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<td>------</td>
<td>------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>7</td>
<td>Management of teachers for special needs children</td>
<td>• New criteria should be developed for this to address the needs of special needs children.</td>
<td>The TSC should coordinate with different related stakeholder and develop new guidelines for teacher qualification and selection process.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Provision for selecting extra-competent and dedicated teachers for teaching special needs children.</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Issues of promotion/upgrading/of teachers</td>
<td>• Existing district level pool of 40:9:1 for promotion of teachers should be revised</td>
<td>The TSC at central level and Province Level TSC should decide on the ratio.</td>
</tr>
<tr>
<td>9</td>
<td>Teachers Professional Development</td>
<td>• Continuous Professional Development Program should be conducted on regular basis for all teachers</td>
<td>• The NCED should be a lead agency for in-service teachers in Nepal.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Teachers should be encouraged on self Professional development</td>
<td>• The LG, SMC and should also developed TPD on its own.</td>
</tr>
<tr>
<td>10</td>
<td>Making teachers accountable for delivery of quality teaching</td>
<td>• Development of Job description for teachers</td>
<td>• The JD to be prepared by the LG and the SMC</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Regular performance evaluation of the teachers based on the JD</td>
<td>• Performance evaluation by the HTs, SMC and LG</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Promotion based on the performance evaluation</td>
<td>• Promotion based on the defined guideline for teachers promotion.</td>
</tr>
</tbody>
</table>
प्रतिवेदनको नेपाली सारांश

संधीय प्राणिलीमा विख्यात तहका शिक्षक व्यवस्थापनका उपायहरू शीर्षक यस अभ्यन्तको मुख्य उद्देश्य संधीयतामा शिक्षक व्यवस्थापनका उपायहरू पता लगाउने रहेको थियो। विशेष गरी यस अभ्यन्तको शिक्षकको तयारी, छ्नौट, नियुक्ति, पदस्थापन, सरहू, पेशागत विकास, बढ़वा तथा विभागीय कार्यहरू समब्रज अभ्यास लगायतका शिक्षक व्यवस्थापनसंग समब्रजित छौजुदा कामगरी व्यवस्था, मानक तथा मापदंडहरूको मूल्याङ्कन गरेको छ। यसैगरी शिक्षक व्यवस्थापनको मौजुदा व्यवस्था तथा अभ्यास र संधीयतामा यसले लिनुपर्छ समावेशित प्रस्ताव बिनु समब्रज्ञा सरोकारवालाहरूको धारणा र खुलाई परिणाम गर्न पनि अभ्यन्तको उद्देश्य रहेको थियो।

विख्यात शिक्षको शिक्षक व्यवस्थापनमा केन्द्रीत दृष्टि यस अभ्यन्तको व्यवस्थापनको समब्रज मुख्य दस्तावेजहरूको गान सरमासालाई सेमेटको छ। यथापि, समय तथा खोलको सिमितताका कारण यो अनुसंधान कार्य सिमित नर प्रतिनिधित्व नमूना (संख्यागत तथा व्यक्तिगत दृष्टि) समावेश गरी सञ्चालन गरिएको छ। यस अन्तर्गत मुख्यतया: छौजुदा शिक्षक व्यवस्थापन समब्रजी अभ्यन्तको समीक्षा र संधीय सर्वनाम व्यवस्था गर्दा प्रयोग गर्न सकिने बैकलिक उपाय जस्ता दुई पक्षहरू समावेश छन्।

यो अनुसंधान कार्यमा गुणात्मक र संज्ञानक दृष्टि विधिको मिश्रित ढाँचा अवलम्बन गरिएको छ। यथापि, अभ्यन्तको गुणात्मक ढाँचालाई वही प्राथमिकता दिइएको छ। अभ्यन्तका प्राथमिक र सहायक दृष्टि खोलको तथ्याङ्कहरूको प्रयोग गरिएको छ। अभ्यन्तका लागि आवश्यक जिल्लाहरू नमुनाका रूपमा छ्नौट गर्न उद्देश्यमुलक नमूना छ्नौट विधिको अवलम्बन गरिएको छ। यसैरी छ्नौट गर्दा काठमाडौं उपत्यका सहित हिमाल, पहाड, ताराई जस्ता तीनबैठे भौगोलिक क्षेत्रको सहभागिता सुनिश्चित हुने गरी गरिएको छ। यसैबाट अभ्यन्तका प्रत्येक प्रदेशवात एक/एक जिल्लाको लर्ले ७ जिल्ला र उपत्यकाबाट एक जिल्ला गरी जम्मा ८ जिल्लाहरूलाई नमुनाको रूपमा समावेश गरिएको छ। यसैैरी अभ्यन्तको एकाङ्को रूपमा हरेक जिल्लाबाट ६/६ वटा (आधारभूत र माध्यमिक दृष्टि) विख्यात समब्रजित जिल्ला शिक्षा कार्यलयसङ्गको परामर्शका छ्नौट गरी नमुनाको रूपमा अभ्यन्तका समावेश गरियो। यसैरी समयमा ९७० सूचनादाताहरू (वि वि. स/वि. अ.स. प्रतिनिधित्व ५१२, शिक्षक ३२, प्रदाहात्मक ४६, स्थानीय सरकारका प्रमुखहरू १५, वि.वि. ६, शिक्षक महासंघ र गुणिता निर्धारिता प्रतिनिधित्व २० जना तथा शिक्षा समब्रजी केन्द्रीय निकायका प्रतिनिधिहरू १५ जना) यस अभ्यन्तकमा सहभागी भएका थिए।

समब्रज सहितको समीक्षा, विख्यात तहका समब्रज सरोकारवालाहरूसँग लक्षित समूह छलफल, अन्तर्क्रिया र अन्तर्वातलाई अभ्यन्तका लागि तथ्याङ्क संकेतनको मुख्य विधिको रूपमा प्रयोग गरिएको थियो। व्याख्यामक र विश्लेषणात्मक अनुसंधान भएकाले संकेतन तथ्याङ्कको प्रकृतिका आधारमा त्यसको व्याख्या र विश्लेषण गरिएको छ, जस अनुसार गुणात्मक तथ्याङ्कलाई ताकिक रूपमा विश्लेषण गर्दै व्याख्यामक रैलीमा प्रस्तुत गरिएको छ, भने अभ्यन्तकमा समाब्रज भएको संख्यात्मक तथ्याङ्कको विश्लेषण सामान्य तथ्याङ्कको विधि (जस्तै : वास्तवातको वितरण, अनुपात, प्रतिशत) को प्रयोग गरी गरिएको छ। यसैरी
বিশ্লেষণ গরিএকা তথ্যাঙ্কনালাই তালিকা র চিন্তকে প্রযোগ গরি প্রদর্শন পনি গরিএকো ছ।
সাথি, য়স অখ্যানকো প্রতিবদলাই বিমন ৬ বপা পরিচ্ছেদহঁমা সংঘটিত গরিএকো ছ।
য়স অখ্যানকো মূল্য প্রাপ্তিকা রূপান্তর তল উল্লেখিত নিষ্কটকালী প্রস্তুত গরিএকো ছ:

- বিজ্ঞালয তকো শিষ্ক যেজ্জানভন লাগি যদি স্থানীয সরকারলাই উত্তরস্যায়ি র
 সক্ষিয় বনাউনা হো ভনে যসবাট বিজ্ঞালয শিষ্কা রথা শিষ্ক বয়স্থাননির্ধে স্থানীয সরকারলো অনন্তব বল্লুন জানচ ভনেমা সমগ্রভাব সবে সরকারবালহারুকো অবিভাত রকছো পাইয়ো। তর, যদি কুরা কানী রূপান্তরো নীতিধক্ষতা গরের মাত্র কাশ্যান্য গুন্ধুমানা উনিহলুরে জোড় দিএকো পাইয়ো।
- শিষ্ককো পেশাগত সরাকো দুমিশকতা, সোতকো পরিচালন, তলব, স্তরবৃদ্ধি, সরকারলো, উপাদান, অন্য ভাষা জস্তা সুবিধা রথা প্রতিবাদস্যায়ি অন্য সরকারী
 কর্মচারীরহু সরাকো সুবিধা র শিষ্ককো পেশাগত বিচার তথা গুনস্টা রূপান্তরো শিষ্ককো বয়স্থাননা জস্তা অপরাহ্মী পশ্চাহমা স্থানীয সরকার মাফ ফাইল তথা উপাদানগুলো সুনিশ্চিততা হুনাইমানা উনিহলুরে সবচেয়ে মতভেদ রকছো ছ।
- হলকো বদলিনী সন্ততনঃ স্থানীয সরকারলাই নির্ধারিত জনপ্রিয়তিগিভতুলে শিষ্ককো
 নিযুক্তি, সরুবা র বলা অন্যাবসান বিজ্ঞালয বয়স্থান সমিতিকো অধ্যয়ন গনে জস্তা কাশ্যামানা আর্থো চাইম যুক্ত গরেকো দেখিয়ো। যসবাট বিজ্ঞালয শিষ্কাকো বয়স্থাননা নির্ধারিত জনপ্রিয়তিগিভতুলে রূপা নিতুল উল্লেখনাই প্রাপ দেখিয়ো। জুন কুরাকো অধ্যয়নমা সহযাত্রী অধিকাঙ্ক প্রাধান্যাপক, শিষ্কাকো, বিল্যস. র শি.অ.সেকো
 প্রতিনিধি, শিষ্ক মহাস্থতো প্রতিনিধি জস্তা সরকারবালহারুলে গুণন্ধ্র র অসমর্থ গরেকো ছুন।
- শিষ্কাকো কাম গনে সরকারী কর্মচারীকো সহকারী রথা সহযোগকো কথী র
 আপনীকা মানব শাসনলো অভাষ্ম শিষ্কাকো বয়স্থান সমবেদ্ধমা স্থানীয নিকায়লে খেনুনো ভূমিকা নিবাচ গনেমা স্থানীয সরকার পূর্ণ রূপান্তর সফল হো নরসকো কুরা অধ্যয়নমা সহযাত্রী সবে স্থানীয নিকাযকো প্রমুখহলুরে মহাস্থু গরেকো পাইয়ো।
- অধ্যয়নমা সহযাত্রী অধিকাঁশ সরকারবালহারুকো ধারণা র স্থলতাগত অধ্যয়ন
 অনুসার বর্তমান সন্ততনঃ অধিকাঙ্ক স্থানীয সরকারহলুরে স্থানীয শিষ্কা নিয়মালী
 ত্যাগ গরেকা ছুন। সাথি, বিজ্ঞালযকো গুনতিকিত্তই সহযোগ গনে আর্থো সোতকো
 সমেত উনিহলুই অভাষ্ম ছু। লয়সমীলে, শিষ্ককো সরুবা, বলুচা রথা পদচালনকো
 নিযুক্তিরূপো চাইম র বিজ্ঞালয শিষ্ককো সমস্ত নিবাচান্যেকো উদাসিনতলে গদা
 বিজ্ঞালযকো শিষ্কাকিভূলে হাল পেশাগত অপুর্কো অবস্থা মহাস্থু গনু স্থানীয
 নিকায়কো ভালোকো দেখিয়ো।
- বলা অন্যাবসান বিজ্ঞালয বয়স্থান সমিতিকো অধ্যয়ন বনাউনা গরি সহো
 গার্ডালিকা র নগরাচলালো গরেকা নিণন লে বিজ্ঞালয বয়স্থাননা নকাতিমক
 অস্তন্ত গনু সাথি বিজ্ঞালয শিষ্কাকো গুনস্টর সমেত প্রাচ পাইয়ো অধ্যয়নমা
 পাইয়ো। অধ্যয়নমা সহযাত্রী অন্য অধিকাঙ্ক সরকারবালকো অনুসার য়স কাবরাট
বিচারায় শিক্ষাকে অত্যধিক রজনীতিকরণ হনে র কার্যের স্তরকারণ কারণ বড়া অধ্যক্ষকে বিচারায় কাউন্সিল দিনপনে সময় উপলব্ধ গরাউন নসকা বিচারায় বনু কমজোর হন সকনে হুঁয়ে।

- হালকে পরিচিত সন্ত্বন্মা বিচারায় শিক্ষকের আমো পেশা (জাপিগ) প্রতি চিন্তার রহেকে দেখিন্থ। মুখ গরী স্থানীয় নিয়ন্ত্রকে শিক্ষকের ছানোট, সর্বা, বদুবা র পরিচালনকে গরীকে পাখোলক নির্মাণকরুণ কারণ এক প্রকার পেশার অমূত্রকে ভাষায় শিক্ষকহুঁ রহেকে অধ্যযন্মা পাওয়া।

- নেপালকে সবাধিকত গরীকে ব্যবস্থা অনুরং বিচারায় শিক্ষকহুঁ কো ব্যবস্থান স্থানীয় নিয়ন্ত্রকে বিকেন্দ্রিকরণ গরন ব্যবস্থাপতি সবে জিল্লা শিখা অধিকারী হুঁ র স্থানীয় সরকারকে প্রমুখ হুঁ সকারাত্মক রহেকে পাওয়া। ব্যাপি, যাক কুর্মী শিখক, প্রধানাধ্যাপক লক্ষ্যকরণ অন্য সরকারবাহুল্য খারি সকারাত্মক দেখিএনু।

- হাল শিখক ব্যবস্থাপনায় দেখিএকে অনিশ্চিততা র দ্বিধাগুলো হওয়া উদাহরণ দ্বিধা নিয়ন্ত্রকে লাগি কেন্দ্রীয়, প্রাদেশিক র স্থানীয় সরকার ভূমিককরুণ পাথ রূপনা ব্যবস্থা খাঁড়ো কানুন ব্যবস্থা জতসরকের চাওঁ গনুনপন্মা অধিকারী সরকারবাহুল্য তথ্য নিশ্চিত জনপ্রিয়নিধিহুঁ একমত দেখিএকে ছনি। বিশেষ গরী শিখককে দরবন্ধী সর্জনা, কোটা নির্ভিকরণ, সর্বা র বদুবা সম্বন্ধ অধিকার সবার হুঁ সকারাত্মক গরন শিখক ব্যবস্থাপনায় প্রাদেশিক সরকারকে ভূমিকায় আবেকাকে হনে কুরা সহবাগী সবী শিখক তথা প্রধানাধ্যায়করুণে ব্যক্ত গরেকে ছনি।

- শিখক ব্যবস্থাপনা সম্বন্ধ কোটা নির্ধারণ, নির্যস্ত, পর্যায বন, বদুবা, সর্ব, বি. ও. স. কো গতন, বোঝ পরিচালক নীতিনির্যস্তকরুণ নিয়ন্ত্রণ, শিখক সেবা আয়োজ জস্তা কেন্দ্রীয় নিয়ন্ত্রহুঁ সংকে সম্বন্ধ স্থাননা গরন সম্বন্ধী দ্বিধাগুলো মানক র মাপনহুঁকু নির্ধারণ জস্তা বিপর্যয়হুঁ কস্ত্রী অধীন বহুন মানে সন্ত্বন্মা স্থানীয় নিয়ন্ত্রকে পদাধিকারী হুঁ, বি. ও. র বি. অ. স. করে পদাধিকারী হুঁ, শিখক মহাসংঘ শিখক, প্রধানাধ্যায়ক আদি জস্তা সরকারবাহুল্য বীচ অন্যো দ্বিধাগুলো র অনিশ্চিততাভুঁ অবস্থা রহেকে অধ্যযন্মা দেখিন্থ।

- হালকে পরিচিত সন্ত্বন্মা শিখকের বদুবাকা লাগি নির্ধারণ গরিএকে বিদ্যমান অনুপাত উপযুক্ত র প্রচুরপূর্ণ দেখিন্থ।
अध्ययनको माध्यम सिद्धांतको आधारमा संज्ञायनीय सरकारेको वर्तमान सन्दर्भमा आगामी दिनमा निम्न अनुसारका मार्गदर्शनहरू कार्यान्वयन गर्न अध्ययनको आधारमा सुझाव दिइएको छ:

१ शिक्षक व्यवस्थापन सम्बन्धमा तीन (केन्द्रीय, प्रदेशीय र स्थानीय) तहको सरकारको मुख्य क्रेनागिधिकारकहरू

केन्द्रीय सरकार

• शिक्षकको कोटा निदारण गर्न, दरबन्दी/पद सिर्जना गर्न
• शिक्षकको लागि आवश्यक योग्यता, अनुमोदन र मूल्य मान्यता निदारण गर्न
• शिक्षकको छूट गर्न
• शिक्षकको बदवा गर्न
• तलब, भत्ता, निर्माणविभाग, उपदान, विमा लगायतका अन्य सुविधाहरू निदारण गर्न
• शिक्षकले पाउने सजाय तथा अन्य विभागीय सजायहरू निदारण गर्न
• आचार सहिता निदारण गर्न (प्रधानाध्यापक, शिक्षक, कर्मचारी, विद्यार्थी, वि.व्य.स, शि.अ.स., र स्थानीय निकायका लागि)
• विद्यालयका लागि आवश्यक आधिकारिक स्रोतहरूको व्यवस्थापन गर्न
• शिक्षक व्यवस्थापन सम्बन्धी राष्ट्रीय नीति निर्माण गर्न

स्थानीय सरकार

• शिक्षकको नियुक्ति (स्थानीय तह)
• शिक्षकको पदस्थापन (स्थानीय तह/वि.व्य.स)
• शिक्षकको अनुगमन तथा सुपरिवेक्षण (स्थानीय तह)
• शिक्षकको कार्यसमाप्ति मुख्याधिकरण (वि.व्य.स. र स्थानीय तह)
• सजाय तथा अन्य विभागीय कार्यराष्ट्रीय स्रोतहरूको कार्यान्वयन (स्थानीय निकाय)

संघीय, प्रदेशीय र स्थानीय सरकार

• शिक्षकको तयारी
  - शिक्षक शिक्षा (संघीय र प्रदेशीय)
  - पालिका तथा अन्य पेशावर विकासका गतिविधिहरू (प्रदेशीय र स्थानीय)
• शिक्षकको सरस्वा
  - स्थानीय निकाय भित्र (स्थानीय सरकार)
  - प्रदेशभित्र (प्रदेश सरकार)
  - राष्ट्रिय स्तर (संघीय सरकार)
• शिक्षकको वितरण, परिचालन र पुन:परिचालन (तीनवटै तहका सरकारीवीचको समन्वय)
• स्रोत परिचालन (तीनवटै तहका सरकारीवीचको समन्वय)
प्रदेश र स्थानीय सरकार

- शिक्षक को बढ़ावा (शिक्षक सेवा आयोग के प्रदेश कार्यालय)
- शिक्षक को अभिलेखीकरण (प्रदेश सरकार र स्थानीय सरकार द्वारा)
- शिक्षक को कार्यसम्पादन मुल्यांकन को अभिलेखीकरण (स्थानीय सरकार र प्रदेश सरकार)
- शिक्षक तालिम र अन्य पेशागत विकास का गतिविधिहरू (प्रदेश सरकार र स्थानीय सरकार)

2. बृहत नीतिगत निर्देशकाको आवश्यकता

माध्यमिक उल्लेखित तीन तहका सरकारको क्षेत्राधिकारको स्पष्टता का लागि एक बृहत नीतिगत निर्देशकाको आवश्यकता महसूस गरिएको छ। मुख्यमान्त्री शिक्षकको छनौट, पदस्थापन, सरुवा, बढ़ावा, विषयवस्तु-क्षेत्र र विश्वासी संबंधको अनुपातमा शिक्षक कोटा (दरबारी) को तालिम, अभिलेखीकरण र पेशागत विकास सम्बन्ध व्यवस्थाहरूको उचित कार्यान्वयनका लागि सर्व्य यस्ता विषयक्षेत्रीय नीतिगत धाँचा र मौजूदा कानुनवाद सम्बन्धित गरिने पढ़्स्त । त्यसैले अध्ययनले विद्वानी समृद्धिको स्तर र कानुनी व्यवस्थामा संबंधित सहित उल्लेखित कुराहरूको कानुनी सुनिश्चितता अपेक्षा गरिएको छ।

3. विद्यालय शिक्षाको शासन पद्धति

संस्थापनस्तर विद्यालय शिक्षाको शासन (संचालन) पद्धति निम्नानुसार हुने गरी संचालन गर्न उपयुक्त दिखाइदछः
४. शिक्षकों दरबन्दी (कोटा) सिजना

- शिक्षकहरूको दरबन्दी सिजना समबद्ध निषेध लिनुमै देशमर्लिका विद्यालयहरूको नक्साइकन गरिनु आवश्यक छ। विद्यालयहरूको नक्साइकनका आधारमा शिक्षकहरूको दरबन्दी वितरण/पुनर्वितरण विद्यालयहरूको आवश्यकताका आधारमा गरिनुपर्ने। त्यसै गरिनौदा दुई वा सोभन्दा वडी विद्यालयहरूलाई एकैकै गन्न वा त्यसको विकल्पमा नया विद्यालय स्थापना गन्न सम्भावनालाई पनि ख्याल गर्नुपर्ने हुन्छ।

- सर्वदानपनुका आटो अनुसूचीले विद्यालय व्यवस्थापनमा स्थानीय सरकारको भूमिकाको प्रावधान राखेकोले शिक्षकहरूको दरबन्दी सिजना आवश्यकताका आधारमा मात्र गरिनुपर्ने। विद्यालय शिक्षा सचिवालय आधारभूत आवश्यकता हो। त्यतिले, यो तीनी तहका सरकारको गम्भीर चाहसी विषय पनि हो। त्यसकारण स्थानीय सरकारले आवश्यकता पहिचान गन्न, प्राधिक विद्यालय दरबन्दी विमार्फरिस गन्न तथा संबंधी विद्यालयले तेन्द्रीय तहमा नया दरबन्दी सिजना गन्न गैरी कार्य गर्नु एक उपयुक्त रणनीति हुनेछ। त्यसो दै गद्दा स्थानीय सरकारले आफ्नो क्षेत्रभित्र शिक्षकहरूको आवश्यकता विष्टलेखन गन्न एक विस्तृत संगठनात्मक तथा व्यवसायीक रेखाखण्ड गन्नुपर्ने हुन्छ।

- शिक्षकहरूको दरबन्दी (राज्यो स्तरमा) सिजना गर्न निम्न आधारभूत (१-५) तहमा कक्षागत शिक्षक वितरण, माध्यमिक आधारभूत (६-८) तह र माध्यमिक (९-१२) तहका साँचे प्रातिविधिक शिक्षा तथा व्यवसायीक प्रारंभिक चरित्रमा विनिययक शिक्षक वितरण गन्नुपर्ने कुरालाई विशेषत: ख्याल गर्नुपर्ने हुन्छ। त्यतिले, यसलाई लागू गन्नुपूर्व एक विस्तृत विद्यालय नक्साइकन तथा विद्यालयहरूको पुनर्वितरण (शिक्षागरी निम्न आधारभूत तहमा) ख्याल गन्न आवश्यक देखिन्छ। शिक्षकहरूको दरबन्दी विनियमण गन्न आधारहरू विद्यार्थी शिक्षक अनुपात, भौगोलिक जितेला तथा नजरको विद्यालयहरूको दुःसी उपयुक्त निम्न आधारभूत तहमा (बैनर्सको अपवादका रुपमा) बहु-क्षेत्र बहु-तह शिक्षण गन्न विद्यालय विद्यार्थीको संख्यालाई समेट ख्याल गरी सन्तोषतमा त्याइन्छ पछी।

५. परिवर्तित सन्दर्भमा शिक्षकहरूको तयारी

- विषयवस्तु तथा शिक्षण विधिको सन्दर्भ निहत शिक्षक तयारी कोपको पाठ्यक्रममा पुनरावलोकन गरी परिवर्तन तथा सुधार गन्न
- स्नातक तहमा तल्लो योग्यता भएका वा अन्य विषयका स्नातक तहका शिक्षकलाई उनीहरूको अध्यापन अनुसरित परिका भन्दा पहिले कस्तीमा एक वर्ष शिक्षक तालिम कोष प्रदान गन्न व्यवस्था गन्न
- तीतको तालिम निर्देश शिक्षक संचाल आयोगको परिका वस्त योग्य स्नातक तहमा कम योग्यता भएका जनसुकै विषयका विद्यार्थीलाई पनि विश्वविद्यालयले बी.एड. कार्यक्रममा भर्न लिनुपर्ने व्यवस्था गन्न
6. शिक्षक योग्यता

- शिक्षकहरूको शैक्षिक योग्यताका सम्बन्धमा यस अध्ययनले कक्षा 1–3 मा अध्यापन गर्न शिक्षकहरूको योग्यता कक्षा 12 उत्तरीण हुनुपने सिफारिस गरेको छ। त्यसैगरी कक्षा 4–8 सम्म अध्यापनका लागि स्नातक तथा उत्तरीण तथा माध्यमिक तहको लागि सम्पूर्ण विषयमा स्नातकोत्तर तह उत्तरीण हुनुपने भनी सिफारिस गरिएको हुन्छ। सिफारिस गरिएको शैक्षिक योग्यतामा आधारित भई योग्यता नपुगाका तथा कार्यमुक्त शिक्षकहरूलाई उल्लेखित योग्यता प्राप्तिका लागि विभिन्न अध्ययनको मौका दिनुपने हुन्छ। यदि कुनै शिक्षकले निर्धारित समयमा वाणिज्यी न्यूनतम योग्यता प्राप्त गर्न सकेको उनीहरूलाई उचित सुविधा सहित अवकाश दिने व्यवस्था गरिनु पर्दछ। यी सबै व्यवस्थाहरू कार्यान्वयन गर्नु भन्ना पहिले यस सम्बन्धी नीतिगत तथा कानुनी व्यवस्था हुनुपर्दछ।

7. शिक्षकको छन्नीट

- विभागका लागि आवश्यक स्थायी शिक्षकको छन्नीट शिक्षक सेवा आयोगले मात्र गर्नु पर्दछ। स्थायी र करार (दुई प्रकार) बाहेक अन्य सङ्ख्याको ऊँचाई ध्यान गर्नु पर्दछ। सम्पूर्ण स्थायीमा निर्धारित अन्तरालमा शिक्षक नियुक्त गर्न प्राधिकार भएको गर्नुपने हुन्छ। यदि विभागलाई स्थायी शिक्षक आवश्यक भएता शिक्षक सेवा आयोगको सिफारिस सूचीबाट शिक्षकको नियुक्ति गरिनु पर्दछ। त्यसैले, मौजूद शिक्षक व्यवस्थापन पदार्थलाई संगठन भ्रमण तथा प्रानालीमा लेखान निर्देशनका कारण ध्यान पुनरुत्थान पनि हुन्छ:

- संघीयताको सम्म अनुसार सार्वजनिक सेवामा सहज पहुँचका लागि शिक्षक सेवा आयोगको प्रादेशिक का्यालयहरू स्थापना तथा सञ्चालन हुन आवश्यक देखिन्छ। शिक्षक सेवा आयोगलाई संगठन तथा प्रदेशमा शिक्षक पदपूर्ति तथा बढुचालको सिफारिस बार्षिक समन्वय सुदा दिनेछ। शिक्षक अनुमतिको परीक्षा प्राप्त पुरुष भनिनु तथा सम्मानित शिक्षकहरूको पुल/जनीदा निर्माण गर्न सिफारिस गरिन्छ।

- शिक्षक सेवा आयोगलाई शिक्षकहरूको परीक्षा फल दुई फरक सूचीमा प्रकाशन गरी लस्चालन उम्मेदवार तथा वैकल्पिक उम्मेदवारहरूको 1:2 को अनुपातमा सूची तयार गर्न सिफारिस गरिन्छ। जसलाई आवश्यक परेको खण्डमा प्रमाणित सामर्थ्यमा बैकल्पिक सूचीबाट पनि स्थायी शिक्षक नियुक्ति गर्न सक्यो।

- विभागका दक्ष तथा योग्य शिक्षक भर्नाले लागि अध्ययन अनुमति पत्रको परीक्षा र शिक्षकको छन्नीट परीक्षा अभूक्त व्यवस्थापन र व्यवस्थापन गर्न सिफारिस गरिन्छ।

- यदि विभागलाई शिक्षक सेवा आयोगको स्थायी शिक्षकको वैकल्पिक सूचीमा कोटी पनि उम्मेदवार वाकी नमाको अवस्थामा शिक्षकको
अवश्यकता भएमा चित.व्य.स.ले शिक्षक छनौट समितिको सिफारिसमा विभागमा नियम, कानूनको तोक्को प्रक्रिया पूरा गरी वढीमा एक वर्षको लागि करारमा शिक्षक निर्युक्त गर्न सक्ने गरी व्यवस्था गरिनेछौ।

५. विद्यालयमा शिक्षकको पदस्थापन

• शिक्षकहरुको पदस्थापन स्थानीय सरकारको ध्वजाधिकारिको निर्देशको तथा प्राधिकृतको संयोजनमा हुन भएको।
• शिक्षकहरुको पदस्थापन, वितरण, दरवन्दी मिलान तथा परिचालन/पुनर्परिचालनका लागि एक विस्तृत राज्यको नीतिको आवश्यकता देखि छौ।
• शिक्षक सेवा आयोगले पदपूर्ति वार्षिक रुपमा नियमित गर्न गरी कार्यकलापको कार्यान्वयन भएमा खाली देखिएको पदस्थापन तथा वितरण सम्बन्धी समस्या समाधान गर्न सक्छ। यसका लागि आयोगले कार्यकलापको प्राथमिक शैक्षिक वर्गको अन्तिम महिनामा नयाँ शिक्षक नियुक्त हुने गरी व्यवस्था गरेको परिश्रम सज्जालन हुन पर्दछ।
• शिक्षकहरुको पदस्थापन, परिचालन, पुनर्परिचालन, दरवन्दी मिलान, पेशागत विकास, कार्यक्रम सज्जालन तथा समग्र कार्यहरुको अभिलेखीकरण गर्न देखि तहमा कुनै सांगठनिक नियामक/कार्यालय स्थापना गर्न जरैँ देखि छौ।

६. संधिय संचालनमा शिक्षकको सहाया

• शिक्षकहरुको स्थानीय, जिल्ला, प्रदेश तथा राष्ट्रिय स्तरमा सर्वा गर्न प्रयोजनका लागि एक स्पष्ट निर्देशका तयार गरिनुपर्छ। उक्त निर्देशिकाले शिक्षकहरुको सर्वहरुका लागि मापदण्ड, प्रक्रिया तथा संलग्न निकायहरुबारे ग्रैंड पार्दछ।
• नयाँ शैक्षिक सत्रको सुरुको विद्यालयमा उपलब्धताको सुनिश्चितताका लागि हरेक शैक्षिक सत्रको अन्तिम महिनामा मात्र शिक्षक सहाय पुनिने व्यवस्था गरिनुपर्छ।
• शिक्षकहरुको सर्वा विद्यालय व्यवस्थापन समिति, व्यवस्थापन र शैक्षिक सरकारको सुध्दाकरको सुभूत र आपसी सहभागितामा हुनुपर्छ। स्थानीय तहमा स्थानीय सरकार, प्रदेशामा प्राधिकृतको सरकार र देशभरको लागि संघीय सरकारको शिक्षक सर्वहरुको काम साक्षात झुग्दित गर्ने खण्डमा उपयुक्त हुने देखि छौ। तथापि, स्थानीय तहमा सर्वा गर्न सबै समयमा स्थानीय सरकारले प्राथमिकता पाउनुपर्छ। प्राधिकृत र संधिय सरकारलाई शिक्षक सर्वहरुको क्रममा अपवादमा राखिनुपर्छ। सर्वा विद्यालयको आवश्यकतामा आधारित हुनुपर्छ। सर्वहरुले प्राथमिकता निर्धारण गर्न दर्पणयो, हस्ताक्षर, विषय शिक्षकहरुको आवश्यकता, सामाजिक-सांस्कृतिक र भाषाको आधार, ज्ञेयता, कार्यक्रम र शैक्षिक योग्यतालाई ख्याल गरिनुपर्छ।
• जिल्लालाई तथा प्रदेशालाई सर्वहरुला साथै ग्रामीण र दुरुस्त इलाकामा काम गर्न जानेरुहरुला लागि (आधिक तथा सेवा सम्बन्धी) अनिर्दिष्टता उपलब्ध गराउने स्पष्ट व्यवस्था सहितको स्पष्ट मापदण्ड तयार गरी लागू गरिनुपर्छ।
১০. শিক্ষকদের বিদ্যমান

শিক্ষক বিদ্যমান লাগি দরবন্দীকে পুল স্থানীয় স্তরম নিধারণ গাঁথ উন্মুক্ত হচ্ছে। স্থানীয় তহমা রহেকা শিক্ষকেরা জম্মা সংখ্যালাই বিদ্যমান আধার মানুষের হচ্ছে। যদিও লাগি প্রত্যক্ষে স্থানীয় তহমা কৌনসিল এক জনা প্রথম শ্রেণীকে শিক্ষক রহেন গর্ত যোগ্য গাঁথ উন্মুক্ত হচ্ছে। বিদ্যমান যন্ত্রক করা গাঁথাই সম্পুর্ণ গাঁথ তল উল্লেখিত হচ্ছে তুলনী গাঁথ সংক্ষিপ্ত:

- শিক্ষকদের বিদ্যমান কার্য বিবরণ (Job Description) যা আধারিত রহের বাণিজ্য কার্যক্ষেত্রকে মূর্ত্যাঙ্কন করা আধারম গন্তুটি ছ।
- শিক্ষকদের বিদ্যমান লাগি স্থানীয় তহমা শিক্ষকেরা পুল নিধারণ গাঁথ তহনগত রূপম শিক্ষকেরা শ্রেণীগত অনুপাত নিম্নাদিক্ষের তালিকাম উল্লেখ হলে বহেম হন্তুটি গন্তুটি হচ্ছে।

<table>
<thead>
<tr>
<th>স্থানীয় তহমা</th>
<th>তৃতীয় শ্রেণী</th>
<th>দ্বিতীয় শ্রেণী</th>
<th>প্রথম শ্রেণী</th>
<th>জম্মা</th>
<th>কৌফিঙ্গদি</th>
</tr>
</thead>
<tbody>
<tr>
<td>গাউলালিকা</td>
<td>৫৫</td>
<td>৫</td>
<td>২</td>
<td>২৫</td>
<td>৫৫ প্রথম শ্রেণী, ৩২ দ্বিতীয় শ্রেণী এবং ৬০ তৃতীয় শ্রেণী</td>
</tr>
<tr>
<td>নগরপালিকা</td>
<td>২৪</td>
<td>১২</td>
<td>৪</td>
<td>৪০</td>
<td>১০ প্রথম শ্রেণী, ৩০ দ্বিতীয় শ্রেণী, ৬০ তৃতীয় শ্রেণী</td>
</tr>
<tr>
<td>উপ-মহানগরপালিকা</td>
<td>৩৬</td>
<td>১৮</td>
<td>৬</td>
<td>৬০</td>
<td>১০ প্রথম শ্রেণী, ৩০ দ্বিতীয় শ্রেণী, ৬০ তৃতীয় শ্রেণী</td>
</tr>
<tr>
<td>মহানগরপালিকা</td>
<td>৪৮</td>
<td>২৪</td>
<td>৮</td>
<td>৮০</td>
<td>১০ প্রথম শ্রেণী, ৩০ দ্বিতীয় শ্রেণী, ৬০ তৃতীয় শ্রেণী</td>
</tr>
</tbody>
</table>

১১. শিক্ষকের বিতর্ক, পরিচালন এবং পুনর্বিচালন

- নিজেদের সময়কা লাগি, হাল কায়ম রহেকা শিক্ষকের জিনানস্তরীয় পুল কর্মশ প্রদেশ হচ্ছে রাখতে শিক্ষক পরিচালন গাঁথ শিক্ষকেরা পরিচালন এবং পুনর্বিচালন উন্মুক্ত হচ্ছে।
- দূর্লভ সংখ্যালাই প্রাথমিক তহমা শিক্ষকহুক্তি শৈশ যোগ্যতা এবং যোগাযোগ বিতর্কে আধারম নিম্ন মাধ্যমিক তথা মাধ্যমিক তহমা স্বরুক্ত গর্ত পরিচালন এবং পুনর্বিচালন গাঁথ সংক্ষিপ্ত। তর যদিও কার্যক্ষেত্র গন্তুটি যস্ত যোগ্য গাঁথাই কানুনী তথা স্বৈরীন্তে হচ্ছে নিম্নাদিক্ষের সম্পুর্ণ গন্তুটি।
- শিক্ষক দরবন্দী নিধারণ এক মহত্ত্বপূর্ণ বিষয়বস্তু ভেকলে এসলাই যোগ্য গাঁথাই নিম্ন সুকালবাহু দিদুকে ছ।
12. ಶಿಕ್ಷಕರ ಪೆಶಾಗತ ವಿಕಾಸ

- ಶಿಕ್ಷಕರ ಪೆಶಾಗತ ವಿಕಾಸಕಾಯ ಲಾಗಿ ಸರ್ವ್ಯಳಾವು ಸಮಾನ ಫೆಸಿಮಕ ಅನ್ನಾರ್ವರೇ ಸದೃಕ್ಕೆ ಸುಬ್ಬಾಹುಲು ವಿನಿ ವಿದೇಶ ಉಪಲ್ಬ್ಧ ಗಿರಿ / ಗಾರೈ ಶಿಕ್ಷಕಹಳ್ಳಾದೇ ಉತ್ಸಹಿತ / ಪ್ರತ್ಸಾಹಿತ ಗಾನ್ ಆವಶ್ಯಕ ದೇಖಿತ.
- ಸಂಬಿದ್ಯ ತಂತ್ರ ಪೆಶಾಗತ ವಿಕಾಸ ಸಂಬಳದ ಕಾರ್ಯನ್ಯ ತಂತ್ರದ ಪ್ರತಿಷ್ಠಣೆ ಸಂಬಳದ ಕಾರ್ಯನ್ಯದಲ್ಲಿ ಉತ್ಸಹೀತ / ಪ್ರೌತ್ಸಹೀತದ ಗಾನ್ ಆವಶ್ಯಕ ದೇಖಿತ.
- ಶಿಕ್ಷಕರ ಪೆಶಾಗತ ವಿಕಾಸ ಸಂಬಳದ ಕಾರ್ಯನ್ಯದಲ್ಲಿ ಸಂಬಳದ ಕಾರ್ಯನ್ಯದಲ್ಲಿ ಉತ್ಸಹೀತ / ಪ್ರೌತ್ಸಹೀತದ ಗಾನ್ ಆವಶ್ಯಕ ದೇಖಿತ.
- ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರಿಯೆತ್ತ್ರ ಸಂಬಳದ ಸಂಪ್ರದಾಯ ವಿಭಾಗದ ಆವಶ್ಯಕ ಹೌಲಿ ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ಥಾಪನ ಪ್ರತಿಪಾದಿಸುವ ಕ್ಷೇತ್ರದಲ್ಲಿ ಆದಿದ್ದು ಶಿಕ್ಷಕ ವ್ಯವಸ್ತ...
• বিচারালোক বিবিধ গতিবিধির কোনো সুপরিবেক্ষণ তথ্য অনুমন, প্রাদানাধ্যাপককে ভূমিকা তথ্য শিক্ষকের কার্যসমাপ্ত সম্মানে হরে স্থানীয় সরকারে এক বিস্তৃত পৃষ্ঠকা তে নির্মাণ গরী কার্যান্যমা শ্রেণী উচ্চত দেখিয।

১৪. শিক্ষকের কার্যসমাপ্ত মূল্যাঙ্কন

• শিক্ষকের কার্যসমাপ্ত মূল্যাঙ্কনকারী লেখি (ক) নিযুক্তকা সময়া উপলব্ধ গারাইকে কার্যবিষয়ক সম্মানে গরের কামাকে তালমেল, (খ) বিচারালোকের পরিশীলনে দেখিয়ে কষ্টাল্পক অনুপাতে সিকাইউপলব্ধ, (গ) শিক্ষকাম নিয়মিততা, এবং (ঘ) অন্তর্বক কিতাবকাপাক শিক্ষকের সহভাগিতালাই কার্যসমাপ্ত মূল্যাঙ্কনকারী মূল্যাঙ্কনকে সুচোকৃত রূপে প্রয়োগ গরিরু পরিচ্ছ প্রশ্নটির প্রাথমিকতা, বিচারালোকগুলিতে, বিচারালোকের সম্ভব, কষ্টাল্পক জোন তথ্য শিক্ষণ ক্ষমতা, কষ্টাল্পকতা তথ্য সামাজিক সম্ভব এবং প্রেক্ষাগত কার্যক্রমের অজয় সহভাগিতালাই কার্যসমাপ্ত মূল্যাঙ্কনকারী অপ সুচোকৃত রূপে লিখে সংক্ষিপ্ত।

• শিক্ষকের কার্যসমাপ্ত মূল্যাঙ্কন গরের পরিক্ষার শিক্ষক এবং নিজক কার্যকলার জানায় হেরনে ভিক্ষালাইরাক, বিচারালোক ব্যবস্থাপনার সম্ভব এবং স্থানীয় শিক্ষণ অনিকালো নিয়ন্ত্রণ করতে মাত্র রূপে আশ্রে শিক্ষকগুলি দুর্গৃহীত কর্তা কে করে কন্ধকে সহভাগিতাত্ত্ব ভেঙ্গে সময়াং বিষয়ক প্রশ্নানাত (Subjective Biasness) কো মাত্র প্রাথমিক রূপে লিখে সংক্ষিপ্ত।

• শিক্ষকের বার্ষিক কার্যসমাপ্ত মূল্যাঙ্কনকারী অংশিদেশ সম্ভব স্থানীয় নিকায় (স্থানীয় শিক্ষণ কার্যকলায়) কা সাধারণ প্রতিবেদন করে শিক্ষণ সম্ভাব কলনী কার্যকলায় অংশিদেশর শিক্ষণের রাজ্য উপযৃক্ত হতে দেখিয়।

১৫. শিক্ষকের সুচনা তথ্য এবং অধিষ্ঠিতকারণ পদ্ধতি

• দেশাম রেখাকে শিক্ষকদরুকো সমগ্র তথ্যাকৃত ব্যবস্থাপনাকারী লেখি শিক্ষণ বিভাগ তথ্য প্রবিধি মন্ত্রালয়সংকে সমন্বয়ের এক প্রদেশ স্তরীক অধিষ্ঠিতকারণ একটিকে স্থাপনা গুরুত্ব পরিচ্ছ বিভাগের কিতাবকাপাক ক্ষমতা অধিষ্ঠিত গরী স্বয়ম প্রয়োগ গুরুত্ব পনি যানকে এক বিকল্প হতে সংক্ষিপ্ত শিক্ষণ, বিশ্বাস তথ্য প্রবিধি মন্ত্রালয় রাখন শেষীক ব্যবস্থাপনা সুচনা প্রণালী একটি পনি শিক্ষকদরুকো তথ্যাকৃত ব্যবস্থাপন, নিয়ন্ত্রণ এবং মণ্ডল প্রক্রিয়া থেকে সংক্ষিপ্ত।

• তথ্যাকৃত অধিষ্ঠিতকারণ কার্যকলায় এক অবিস্তুরী শিক্ষক ব্যবস্থাপন সুচনা প্রণালী স্থাপনার গুরুত্ব পরিচ্ছ হালকে শেষীক ব্যবস্থাপন সুচনা প্রণালী সংকে আগ্রহের রেখালে কেন্দ্রীয়, প্রাধেকীক এবং স্থানীয় তথ্য অধিষ্ঠিত একটি গুরুত্ব পরিচ্ছ শিক্ষক ব্যবস্থাপন সুচনা প্রণালীর এক স্বচ্ছে কোড (ক্যাটার স্থাপনা গরিয়ে) কা আগ্রহে বিচারালোক শিক্ষকদরুকো প্রাথমিক ব্যবস্থাপন প্রক্রিয়া। যথাবিশেষ প্রাথমিক শিক্ষকের শেষীক থেকায়, অনুমান, তালিম, প্রতিষ্ঠান আশ্রয়কম্পান্ত না প্রতি, প্রতিষ্ঠান প্রতি, নরম, বেদনা, কার্যসমাপ্ত মূল্যাঙ্কন, তদ্রীক ইতিহাস নগাত সম্পূর্ণ প্রাথমিকত, শেষীক


तथा प्राणिक अभिलेख हुन्छ । यसको एक उदाहरणका रूपमा निजामति किताबाधानाको कर्मचारी सूचना प्रणालीलाई लिन सकिन्छ ।

१६. विशेष आवश्यकता शिक्षा का लागि शिक्षकको व्यवस्थापन

• विशेष आवश्यकताका बालवालिकाका लागि शिक्षा समवेद शैलिक हकको सुनिश्चितता गर्न यस क्षेत्रमा नेपाल सरकारले धप आर्थिक तथा प्राविधिक लगानी गर्नुपरेत गर्नुहुन्छ । यसका लागि हरेक जिल्लामा एउटा मात्र विशेष आवश्यकताको विभाग स्थापना गरी हाल सञ्चालित सबै श्रेणीका तथा विशेष विचारधाराका एउटा मात्र यसलो विस्तापनमा एकाकृत गर्नु आर्थिक दुरीटकोले मित्र आणि कार्यसम्पादकको दृष्टिकोण उपबन्धकर हुन्छ । यसलो विचारधाराका आवश्यकता र शैक्षित्यका आधारमा सुविधा सम्पन्न होस्टल, आवश्यक उपकरण र अन्य सामानहरूको व्यवस्था गरेको उपयुक्त हुन्छ ।

• विशेष आवश्यकताका बालवालिकाको पठनपाठन गर्न/गराउनका लागि धप क्षमताबाट र विशेष शिक्षाका नै विशिष्टीकरण गरेका शिक्षकको छनौत गर्ने व्यवस्था शिक्षक सेवा आयोगबिनेक्रिय तह्याँट नै गर्नुपरेत । यसका लागि विशारदीको आवश्यकता पूरा गरेको गराउन विभिन्न माध्यम बनाइ लागू गर्न सकिन्छ।

• यस प्रकारको पाठ्यक्रमले सैद्धान्तिक पक्षमा मात्र भर नपरेदी जीवनपर्याय सिकाउँ र सीपको प्रौद्योगिकीमा जोड दिनुपरेत ।

१७. संधीय शिक्षा एउटा र नियमावलीको आवश्यकता

• शिक्षा व्यवस्थापनमा स्पष्ट श्रेणिधारीक (तीनै तहका सरकारको) समेत समावेश गरी नेपाल सरकारले संधीय शिक्षा एउटा र संधीय शिक्षा नियमावली जारी गर्नु परेको । यसका आधारमा हरेक प्रदेश सरकारले पाँच आ-आफ्नो प्रदेश लागू छनेका गरी प्रदेश शिक्षा एउटा र नियमावलिको जारी गर्नु परेको । यी एउटा र नियमहरूले स्थानीय नियमावली प्रष्ट मार्गदर्शन गर्दछन् फलस्वरूप, उनीहरूले पाँच आ-आफ्नो स्थानीय शिक्षा नियमावली निर्माण गरिएका लागू गर्न सक्छै।

१८. अस्थायी तथा अन्य अस्थायी प्रकृतिका शिक्षक दरबन्दीको स्थायीकरण

• हाल राहत कोटा, अस्थायी, प्रारंभिक बाल विकासका साथै कक्षा ११-१२ मा अथायपनत शिक्षकहरूले सरकारको पारिस्थितिक पूर्वास गरिएको छनौ । यस अस्थायी उन्नतिको कोटा/हलाई अस्थायी प्रकृतिका गारिकालु भन्दा उत्तर संख्या रचावटको स्थायी दरबन्दी सिर्जना गरी निधारित प्रक्रियाका आधारमा त्यसको स्थायी पदभोग गर्न आवश्यक देखिएको । यस क्षेत्र निर्माण शिक्षकको प्रभुको सम्बन्ध र रुपमा मुख्यालय आर्थिक व्यवस्थाको वस्तिको धेरै तालयत यसी निर्दिष्ट दरबन्दीको हुने स्थायी पदभोग पूर्ण गर्न उल्लेख धेरै संख्याको रहेको अस्थायी शिक्षकहरूको समस्यालाई पानी धीरेकोलाई रुपमा समाधान गर्न मात्र सहयोग गर्न यस क्षेत्र विचारधाराको रहेको गणनातीय स्थायी शिक्षकको अभावको पानी समाधान हुन्छ ।
१९. प्रधानाध्यापकको व्यवस्थापन

- हालको परिवर्तित सन्दर्भमा विभागलयमा प्रधानाध्यापकको व्यवस्थापन स्थानीय स्तरमा नै गर्नु पस्ने हुन्छ। यसका लागि हरेक स्थानीय निकायले समान तहको वरिष्ठ स्थानीय शिक्षकहरूसँगको समान छनौट गर्ने व्यवस्था गरिन्छ, जुन कार्य कान्ति स्थानीय निकाय मात्रहरूको सम्बन्धित शिक्षक प्रणाली निर्धारित प्रक्रिया पूरा गरी गर्न सकिन्छ।
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