

Teacher Management in Federal System of Nepal: Policy Perspectives

Min Bahadur Shahi

A Dissertation for the Degree of Doctor of Philosophy in Education

Submitted to

Graduate School of Education

Faculty of Education

Office of the Dean

Tribhuvan University

Kathmandu

Nepal

Dec. 2021

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Prof. Dr. Hem Raj Dhakal

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ABSTRACT

An abstract of the dissertation of Min Bahadur Shahi for the degree of Doctor of Philosophy in Education was presented to Faculty of Education, Tribhuvan University on 8th December 2021.

Title: Teacher Management in Federal System of Nepal: Policy Perspectives

Abstract approved:

Prof. Dr. Hem Raj Dhakal

Dissertation Supervisor

Teacher management is defined by core and salient components in this research. Here, core component covers license, selection, recruitment, transfer, professional development, appraisal, promotion and retirement. Similarly, salient component covers job induction for teachers, institutional orientation, exposures and post retirement opportunities. Based on these components research concluded that it is characterized with uneven distribution and practice since it is under the serious influence of nepotism, favoritism, regionality, poor support system etc. Similarly, there are several researches conducted on teacher management by different organizations and the governments but not found in the holistic research covering maximum components of teacher management which can give better results. The main objective of this study was to find out the holistic scenario of policies and practices of teacher management in Federal Nepal. Also, it was to provide a holistic framework of teacher management for the future. I have drawn the reference of Brazil, Russia, South Africa, and Nigeria as a framework of the study.

In this study, I followed qualitative method with some quantitative data also. For collecting quantitative data, I applied survey among the sample population of 500 respondents from the selected 11 districts. For collecting qualitative information, I used interviews and Focus Group Discussions (FGDs) which were conducted in three different sites that included Kathmandu valley, Garuda municipality of Rautahat district and Dullu municipality of Dailekh district. Quantitative data was analyzed and presented using descriptive as well as statistical tools. And, thematic analysis was applied in order to analyze the qualitative information. Based on the insights of bureaucratic and 7S strategic theory as well as motivational theories were used for necessary interpretation.

This study found that teacher licensing is federally controlled by Teacher Service Commission. Teacher selection process has been carried out at federal, provincial, and local level. Job- induction training has been confined to the federal government. Teacher recruitment is done in federal, provincial, and local level. Teacher transfer has been the responsibility of the District Education Development and Coordination Unit (DEDCU) and the local government. Professional development of the teachers has been the responsibility of the provincial government. Only the recurring trainings are given by the local government. The education department of local government has been made responsible for the evaluation of teachers. Teachers' promotion, retirement and post retirement opportunities are kept in the hands of the federal government. But in all the components of teacher management, there is influence of teacher confederation, national political parties, and the interest groups right from local to the federal levels.

This study concludes that teacher management framework addresses the transitionally created chaos. It proposes two possible frameworks where one is province

lead model and another is local government lead model. Both models are based on Gaynor's teacher management model, the constitution of Nepal (2015) and the practices in other similar three tiers of federal countries. The matrix explained in those models explains the role of different governments and agencies. The research findings focus on authority clarification among the three - tiers governments, holistic address of teacher management components and their specific characters. It is concluded that the teacher recruitment, transfer and professional development cannot be implemented in isolation but the whole life cycle of teacher management showed function together for the better results.

DECLARATION

This research work entitled "Teacher Management in Federal System of Nepal: Policy Perspectives" has been conducted by myself under the supervision of Prof. Dr. Hem Raj Dhakal. Here, I declare that this product of research work is original and all sources are cited appropriately and also this copy of research or any of the component has not been submitted anywhere for the award and any other degrees beyond Tribhuvan University.

I am sure that this dissertation will be a property and part of collection of the University library, Tribhuvan University Kirtipur, Nepal.

Here, my signature below declares the release of my dissertation to any reader for the academic research purposes.

.....

Min Bahadur Shahi

Ph. D. candidate

8th Dec. 2021

RECOMMENDATION

This is to certify that Mr. Min Bahadur Shahi, a PhD degree candidate, has prepared the dissertation entitled Teacher Management in Federal System of Nepal: Policy Perspectives under my guidance and supervision. I recommend the dissertation for acceptance for evaluation.

.....

Prof. Dr. Hem Raj Dhakal

Dissertation Supervisor

Tribhuvan University, Nepal

APPROVAL

This dissertation entitled Teacher Management in Federal System of Nepal: Policy Perspectives presented by Min Bahadur Shahi for the degree of Doctor of Philosophy has been approved.

Prof. Dr. Chitra Bahadur Budhathoki

Chair of Research Committee

8th Dec. 2021

Dean of Faculty of Education

Tribhuvan University, Nepal

Prof. Dr. Hem Raj Dhakal

Dissertation Supervisor

8th Dec. 2021

Dr. Hari Prasad Lamsal

External Examiner

8th Dec. 2021

Prof. Dr. Binod Prasad Dhakal

Research Committee Member and

8th Dec. 2021

Director, Graduate School of Education (GSE)

DEDICATION

To

My parents

(Mother late Bal Kumari Shahi and father late Dal Bahadur Shahi)

&

My Gurus

ACKNOWLEDGEMENTS

I came to this end of journey with great pleasure and first of all it is time to thank all individuals and institutions who involved in creating such a graceful opportunities, moments and achievement in my life. I am grateful to university executives for providing me opportunity to be a PhD scholar.

My sincere grateful goes to team of graduate school of education, Tribhuvan University, Nepal for selecting and facilitating me kindly. At this moment, I would like to express my sincere grateful my supervisor Prof. Dr. Hem Raj Dhakal who treated me as a friend and opened his door at all time. His kind responses to my telephone calls and text messages encouraged me again and again. The most memorable of this journey was quick correction with specific instructions.

Prof. Dr. Bidya Nath Koirala is another respectable person in my career. His contribution remained valuable in both degrees M. Phil and PhD. His way of formative evaluation and comments with rational always motivated me to work in depth. My deep gratitude goes to Prof. Dr. Tirtha Raj Parajuli, Prof. Dr. Ganesh Bahadur Singh, Prof. Dr. Bal Mukunda Bhandari and Prof. Dr. Bhimsen Devkota for their proper guidance to structure my study. Dr. Parajuli's intensive corrections in the proposal enlightened me to write again in a concrete form. Similarly, Dr. Singh returned my proposal three times that made me a bit nervous at the moment. But later, I realized that the decision helped to improve the proposal. Finally at the time of proposal defense, it became very easy and the research committee approved it. Dr. Devkota guided core ideas to structure my research while I was struggling to define the topic as he suggested explaining operational meaning of title. After that I encouraged me to work together.

Dr. Bhandari facilitated me with research ideas and also his priceless contribution in language edit. My sincere gratitude goes to Prof. Dr. Binod Dhakal, the Director of Graduate School of Education (GSE) for his kind and intelligent thoughts. His facilitation played important role to meet time and process. Finally, I am thankful to the staff working in the GSE, who facilitated by providing necessary information in time.

I am equally grateful to Dr. Hari Prasad Lamsal, Joint Secretary MoEST, Dr. Tulsi Thapaliya, Director General in TSC, Mr. Khubiram Adhikari Under Secretary Ministry of Bagmati Province, and all other development workers, journalists, political party leaders, student leaders of major political parties, head teachers, teachers, students, parents, school management committee members for their valuable time, information, kindness and welcoming environment in their places. I am heartily grateful to all my colleagues who facilitated the survey and people who participated in the survey.

Last but not least, my gratitude to my late parents Dal Bahadur Shahi and Bal Kumari Shahi who inspired for such a successful journey in education, positive thinking, hard-working and humanitarian work. Similarly, I am thankful to my wife Bhagawati Paudel, and children Jasmin, Priyanka and Binod and other family members who always supported me by considering many hours and days of my sitting with my computer.

Min Bahadur Shahi

2021

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ABBREVIATIONS

AAI	Area, Aspect and Indicator
ADB	Asian Development Bank
BPEP	Basic and Primary Education Program
CEHRD	Center for Education and Human Resource Development
DEDCU	District Education Development and Coordination Unit
DEO	District Education Office
DoE	Department of Education
EFA	Education For All
FGD	Focus Group Discussion
GNHA	German Nepalese Help Association
IE	Institute of Education
KII	Key Information Informant
MDG	Millennium Development Goal
MGML	Multi Grade Multi Level
MoE	Ministry of Education
MoEST	Ministry of Education, Science and Technology
MoF	Ministry of Finance
NASA	National Assessment of Student's Achievement
NCED	National Center for Educational Development
NIE	National Institute of Education
NLC	Nepal Legal Commission
NTU	Nanyang Technological University

OECD	Organization of Economic Cooperation and Development
OSCP	Out of School Children Program
PCF	Per Child Funding
PISA	Program for International Student Assessment
QUAL	Qualitative
QUAN	Quantitative
SAARC	South Asia Association for Regional Cooperation
SDG	Sustainable Development Goal
SSDP	School Sector Development Plan
SSRP	School Sector Reform Plan
SSS	Sambidhan Sabha Sachibalaya
SWC	Social Welfare Council
TALIS	Teaching and Learning International Survey
TCMD	Teachers Can Make Difference
TPD	Teacher Professional Development
TSC	Teacher Service Commission
TSP	Teaching Scholar Program
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America
WB	World Bank

CHAPTER I

Introduction

Background of the Study

I came to conclusion to conduct research on teacher management in Federal System of Nepal because of my long experience of 32 years of work with schools and education sector. My different role during the tenure made that journey more interesting. Also, I experienced and realized different possibilities, needs, challenges and issues about teacher management in community schools. Another main factor attracting me to this research is shifting of governing system in Nepal from unitary to Federal. Since I took this topic to make this research more meaningful.

I have taken the term “teacher management” with its core and salient components as a key word in this study. By teacher management I mean teacher license, selection, recruitment, professional development, evaluation, promotion and retirement. By salient components of teacher management, I mean the job induction, institutional orientation, exposure, teacher motivational factors, and post retirement opportunities. Each of the components is encapsulated into teacher management for this study purpose.

Few components of teacher management like teacher preparation, teacher education and curriculum are delimited in this research. As covering all components in this research is very wide or vast as well as very difficult to achieve the targets. Since it is started with professional entry and then stopped with post retirement opportunities of teachers. Teacher preparation is another specific and very significant topic for further research.

It is well established fact that recruiting able and competent teacher is a prioritized goal of each government in the world (OECD, 2005). Dorf (2014) states that there are intensive debates about teacher recruitment and teacher education to improve the quality of education (Nordic Council of Ministers, 2008; Simola, 2005). This debate is increasing because of poor achievement of students and quality of education (Dorf, 2014). Besides, there are other challenges related to teacher supply, redeployment and training. These challenges are aggravated by the absenteeism, high attrition of teacher potentiality, and low motivation of the teachers.

Teacher management in Nepal is not much different from other developing countries. There are several issues regarding teacher management including uneven distribution, power influence, nepotism, favoritism, various categories of teachers, teacher deployment, job description, minimum qualification, and transfer of training skills in the classroom are the issues associated with teacher management (Sam, Thapa & Parajuli, 2013). These issues contribute to low quality education (Asian Development Bank [ADB], 2013).

Issues related to teacher management have been raised in Nepal since the beginning of first education plan called Nepal National Education Planning Commission (NNEPC) in 1956. Since teacher management issues such as selection, recruitment, training, evaluation, motivation, transfer, retirement are in discourse. In the beginning, issues were about number, availability, qualification and retaining. Later, the number of teacher candidates increased and there is more competition raising the issues about quality of teachers and the better process of teacher management.

There are issues regarding salient component like; Job induction, institutional orientation, exposure visits, post retirement opportunities and individual backstopping are not covered in teacher management policy (Education act 1971, Education rule 2003 and policy 2019) and Monitoring and supervision are in policy provision and plans but they have not been practiced properly (NCED, 2010). Promotion related issue is service year base promotion is demotivating factor for teacher performance and retirement process is very frustrating for teachers (Education Rule, 2003). Similarly, teacher recruitment, professional development, evaluation actions are not remained issueless.

There are also issues associated with job induction training for newly appointed teachers, supportive monitoring in the classroom, teachers' socio-economic status, recurrent training, uneven distribution of teachers etc.

Gandhiyan Wardha Education System was introduced in 1937 in order to teach students in the real life for their independent living through practical courses (Preeti, 2015). This curricular provision required more talented, qualified, trained and motivated teachers to develop plans independently. In 1948 AD Nepal started basic teacher education program for teacher preparation (Sharma, 2015). This program prepared teachers in content and in method of teaching. As the consequences to this initiative, Nepal developed national commissions over the times. They were Nepal National Education Planning Commission (NNEPC - 1956) and All Round National Education Committee (Sarbangin Rastriya Shikshya Samiti ko Report, SREC - 1962), National Education System Plan (NESP - 1971), National Education Commission (NEC - 1993), High Level Education Commission (HLEC - 1999), High Level Education Plan (HELP - 2017), and final draft copy of High Level National Education Plan (HLNEP - 2018).

These commissions focused in different components of teacher management differently. Salient components are explained in HLEC and HLNEP only and it is limited in monitoring and supervision only. Job induction, orientation, exposure and post retirement opportunities are almost excluded even in these reports. License is reported by HLEC and HLNEC but other key components are explained and recommended by all reports. Teacher selection, recruitment and transfer have different models or ideas of NNEPC, SREC, and NESP but HLNEC (2018) has different set of ideas according to federal system. NNEPC, SREC, NESP and NLEC have focused to district level and regional mechanism for teacher selection, recruitment, transfer and promotion. These are key components and always influenced by the power and politics. Since, these components are twisted differently in different commission reports.

Most of commission reports seen focused core components like teacher selection, recruitment, training and transfer. Teacher evaluation and retirement are still in shadow even these are core components and explained in all reports. Salient components not explained and recommended by any of the commission. The details about education commission and their recommendation to teacher management is explained in the chapter two literature review, p. 63, table 4.

In that matrix, recommendations of education commission reports on teacher management are elaborated. These reports have mentioned about the authority of execution and the content. They have also given the details about the education system, student support program, and school expansion program. They have also covered teacher components especially teacher selection, recruitment, transfer, training and retirement. Teacher license, evaluation and promotion were mostly not covered until the commission

report of 1993. Job induction, institutional orientation, monitoring and supervision, exposures and post retirement opportunities are still not addressed by the above commission reports. For example, commission report of 1999 explains the problems of teacher management in the primary schools which appears in Article nine of the report. In chapter 13 of this report, there is a suggestion to upgrade teacher qualification from grade 10 to 12 by maintaining the similar level among the SAARC countries. This commission has explained about specialization of subjects, in-service trainings and facilities based on the received training.

Commission reports of different times, the government has done basic exercises like increasing the teacher number, training for teachers, teacher evaluation system etc. to improve the quality of education. Those exercises include Education for Rural Development (ERD) which is known as Seti Project, Basic and Primary Education Project (BPEP I & II), Secondary Education Development Plan (SEDP), School Section Reform Plan (SSRP), and School Sector Development Plan (SSDP, 2016-2023) are some key project plans. The initial programs focused on to improve the quality of education in the schools and they concentrated more on teacher training. In addition to it, SSDP core document highlights the lack of teaching skills of core subject teachers, inadequacy of subject wise teaching, and prevalence of teacher centered methods (P. 11). It also explains the uneven distribution of teachers, teacher absenteeism in the schools, quality of training, absence of need -based training, minimum use of training in the classroom, and ineffective teacher management system (ibid, p. 28).

Going through the program specific findings, I noted that ERD Seti project (1981-1991) continued the field base teacher support program through Resource Center (RC)

that was envisioned in Lahachok project in Kaski. The teachers of the resource center were prepared as resource persons (RPs) who took responsibility of teacher support in its satellite school. But other components of teacher management were not addressed enough through this project (UNDP/NEP, 1985).

Basic and Primary Education Plan (BPEP I - 1993 and II - 2000) implemented whole school approach of teacher support program and material development for learning facilitation (Ministry of Foreign Affairs, Danida [MoFA, Danida], 2004). Core document of Secondary Education Support Program (SESP - 2002) dreamt "a student, a school and a district" from the education perspective. Here teacher was considered as a salient factor along with student and school factor (p. 14). It had envisioned a national teacher development center, preparation of a holistic teacher development guideline, and modular in-service teacher training programs and monitoring and evaluation of teachers' work performance in the classroom (p. 88). Education for All (EFA 2001 - 2015) report (2017) explained about the teacher qualification, enabling/training and license under teacher management (UNESCO, 2017, pp. 15 and 16).

Science Education Development Unit (SEDU, 1984 - 1991), Primary Education Project (PEP, 1986 – 1991), School Sector Reform Plan (SSRP - 2009), Child Friendly School Framework (CFS – 2011) focused on teacher training, resource availability and quality framework of teachers. They ignored areas of teacher recruitment system, teachers' job induction, teacher motivation and payment by result system seen in those program documents.

Review of different Education policies, Act. (1st to 8th amendment), education policy (2019) and Chandragiri municipality's Education Act (2019) and education rule

(2003) also show that they are paying more attention to teacher recruitment, transfer, evaluation, supervision, teacher code of conduct etc. Education Act (1971) and education rule (2003) have clearly defined about the teacher recruitment process and standards. Regarding teaching license, Education Act 1971, Education Rule 2003, TSC rule (2001), Education policy 2019 and Act by Chandragiri municipality (2019) agree TSC as a lead authority. Also, all policies have same version about teacher selection that is TSC needs to lead even municipality Act has explained local body as a coordinating body with the TSC. Teacher recruitment and transfer are mostly debate able components in those policies that Education Act (1971) and Rule (2003) have not addressed the federal structure, TSC rule is silent about them, policy (2019) prefers to the province level and municipality Act claims local body.

All policies agree about professional development of teachers that the separate institution at the province level is responsible and obviously there is important role of local government to manage it. There is also debate about appraisal actions and promotion that province and local government have own claim. Retirement component is accepted that center and local are responsible even the district authority is playing important role because Act. 1971 is not replaced by the federal education Act. Salient components are not addressed and explained by any of the policies taken as reference in this study.

The detail elaboration about policy documents and teacher management is explained in chapter two literature review in title “teacher management in policy documents” (page 56, table 3).

In that table, Teacher Service Commission (TSC) is responsible to recommend eligible teachers for new recruitment and promotion in the vacant positions on regular basis. Teacher support system was entrusted by the then regional and district level education offices. Resource centers were made responsible to support and supervise the teachers in the schools. But the salient components of teacher management and professional development were left aside. In this research, I used “salient components” to refer to job induction, institutional orientation, backstopping, and exposure and post retirement opportunities. And, I used “professional development” to refer to any sorts of teacher training other than job induction, institutional orientation, and exposure.

Constitutional and policy arrangement for teacher management

The Constitution of Nepal states that there are three layers of governing system: federal, provincial and local. Each level of government is given *ekal* (exclusive) and *shajha* (joint) rights to implement education (Annexure 5 and 8 of the Constitution of Nepal, 2015). Annexure 5 explains about the federal government’s education rights and responsibilities, whereas Annexure 6 explains about the province government’s education rights and responsibilities. Annexure 7 is about joint roles of federal and province governments. Annexure 8 explains local government’s exclusive roles about education and teacher management. Finally, Annex 9 is about the joint role of province and local government (ibid).

The Constitution of Nepal has declared the basic and secondary level education under the single jurisdiction of local government. It shows that constitution aimed to give more authority to the local government. Federal government was given rights to

university education, library and museum. Provincial government has also the similar authority at the province level.

In 2019, the federal government published education policy which is based on Annex 9 and its article 11.2.4 explains the provincial government is responsible to decide teacher number, facilities, transfer, and record keeping. The article 11.2.12 explains teacher professional development as a part of provincial government. In the same policy, article 11.3.2 declares that the local government is responsible for basic education except teacher management (MoEST, 2019). Similarly, article 11.3.15 clarifies that the local government can redeploy teachers based on the federal standards. Article 11.3.24 allows that the local government can provide training for teachers. And, the article 11.3.26 opens authority of providing awards for best performing teachers within the local government.

The analysis of the constitutional arrangement and the education policy yields confusion. First, the constitution grants authority to the local government to run school up to secondary level but the education policy reduces the right of secondary education and assigns the provincial and the federal governments to take the responsibility. Second, community managed school provision 2001 under education rule 2003 authorizes the head teacher and the chairperson of the school management committee to be liable for teacher recruitment and mobilization. These documents do not indicate the role of local government in this regard. Third, the teachers who are recruited and paid by the federal government and unionized under teachers' confederation do not give importance to the local government (MoEST, 2013). Fourth, article ja. 10. 30. 8 of the education policy mentions that province and local governments can create teachers' posts as per their need

and pay them in their own source, and the federal government does not take financial responsibility. Fifth, this provision creates three agencies to hire and pay teachers.

I reviewed development plans over the period (1st to the 15th plan from 1956 to 2023). The first to the 8th plans basically focused on education and management issues. They did not mention teacher management perspectives. It was the 9th development plan (1998 – 2003) that focused more on teacher management i.e. training for teachers, formation of TSC, teaching license provision and many more. The 10th plan (2003 – 2008) set objective to prepare skilled human resource with teaching license and training (obj. 3 and 5). The 13th development plan (2014 – 2016) explained education in article 4.3.2. It considered teacher position and uneven deployment as a main problem. In order to address these problems, the plan proposed competitive selection process and transparent deployment system. The government also implemented a year-long interim plan. Yet, it did not focus more on the teacher management rather it focused on regular supports including training. Finally, the 15th five years development plan (2018 – 2023) has focused only on teacher training program (Chapter -7, article 7.2 and strategy - 4).

Bases of my study

I have taken five ‘bases’ for this study. The first is the constitutional base in which I have examined the role of the three tiers of the government for teacher management. The second base is the recommendation of the unpublished reports of the High-Level National Education Commission's reports (HLNEC, 2018) on teacher management. In the framework of this base, I have analyzed the practices of teacher management recommended by the commissions and the actual happenings in the field. The study conducted by Panta, Phyak, Khanal, and Luitel (2018) has become the third

base for this study. Upon this base, I have generated the perceptions of different stakeholders of education on teacher management. The fourth base for this study underlies the education bylaws in the Fiscal Year 2018 of Mahalaxmi municipality, Lalitpur and Chandragiri municipality, Kathmandu. These bylaws have been used to propose the matrix of teacher management system for Nepal. Also, to observe how the local governments have been working towards the teacher management. The fifth base underlies the teacher management practices of the four selected countries viz., Brazil, Russia, South Africa and Nigeria. The experiences of these countries have been used as a reference to design the institutionalized way of teacher management.

The research guiding documents are Nepal's constitution (2015), High Level Education Commission Report – HLECR – 2018, Research on teacher management in federal Nepal (Panta et. al.) - 2018, Education rule - 2018 – (Parichhed – 9 and appendix – 20) of Chandragiri municipality and 15th Development plan (Draft copy) – NPC, 2019. These documents have addressed partial components of teacher management and no one is developed in a holistic form that has addressed all components of teacher management.

Here, constitution is silent regarding the teacher management components but it has assured the joint role of the provincial and the local governments in Annex 9, and absolute role of the local government in annex 8 to regulate the secondary level education. HLNEC (2018) prefers local government as the main actor for recruiting teachers at schools. The research conducted by Panta, Khanal, Luitel and Phyak in 2018 raised many issues in teacher management and recommended the shared role among three tiers governments. It means all documents are not in the same line. They are different in perception, priorities and way forwards. It is where the guiding documents helped me create a framework and gather information from the field.

An Overview of Teacher Management

This section deals with three areas of teacher management. The first focuses on the description of teacher management in selected federal countries. The second is concerned with the teacher management in the transitional phase of Nepal. And the third concentrates on the patterns of teacher management in Nepal. These areas are discussed below.

The review shows that in the countries such as South Africa there is a provincial teacher management system. In the USA having a two tiers-governance system presents, state government is responsible to provide teaching license, and other components of teacher management. As well, the local bodies and school parent bodies are equally responsible for hiring teachers in temporary positions, to support them and do evaluation (UNESCO, 2006). Para teachers and social workers are mostly recruited by the local level board of governors or school committee (ibid).

In India, basic and secondary level teachers are governed by the state government (Ramachandran, Béteille, Linden, Dey, Goyal, et. al. 2018). District and Gram Panchayat have limited power to hire temporary teachers for short period, to monitor teachers and to support them (ibid). Teacher transfer is occasionally done by the state government (World Bank, 2018).

In Brazil, according to Bruns, Evans and Luque (World Bank, 2012) central government works for policy making and overall education framework. The state government and municipality are responsible to manage teachers and run schools. Provinces are also responsible for licensing and recruiting teachers. The local governments are responsible for the performance evaluation of the teachers. And also, the

local governments are responsible to award schools and teachers based on their performance. There is similar provision of teacher management in other three tiers government countries like Russia, South Africa, Nigeria and Switzerland. The detail of each country is explained in chapter two.

Nepal is a federal country but it is under the transitional period. Transition in the sense that federal education Act, rule and other guiding documents are not finalized yet. Some of the provinces and the local governments have developed education policy, act, regulation, and bylaws along with the education plans, whereas others are still working on them. The base of local government is constitutional provision of annexure 8, and the base of province is annexure 9. In some others, there are not some of these documents because they are waiting for the get go signal of the federal government which is not happening yet. In this situation, Nepal has its Constitution (2015), Education Act 1971, education rule 2003, and education policy 2019. These documents are not coherent to each other. Amid this complex situation, the governments of different tiers have been exercising their attempts to create a transitional system of teacher management in their own favor as explained here.

Federal government is responsible for license, selection, transfer, training, promotion and retirement. Province government is almost role less and responsible for monitoring and training. District is not addressed by the constitution but the government giving more role to the district like; recruitment of temporary teachers, transfer, appraisal, promotion and retirement. Finally, local government is responsible for administrative monitoring and training.

It shows that Nepal is in chaos in the field of teacher management. By chaos, I mean that the country is not following a specific framework for teacher management, and also not following the spirit of the constitution. For example, Teacher Service Commission (TSC) is active in implementing teacher license and teacher selection process in coordination with the MoEST and CEHRD. Some local governments are active in developing education act and rule. They are also recruiting teachers, transferring them and monitoring them. The representative cases are apparent in the field, and one among them is mentioned below. In such cases, CIAA, court and the federal government decided that local government cannot recruit teachers in vacant posts which is against the constitutional provision (*edukhabar online 21 Oct. 2019*).

To show the pattern of teacher management I observed the case of Jagarnath rural municipality in Parsa district which recruited teachers in the vacant *rahat* posts but a group of people having the opposite view put their complaint to Commission for Investigation of Authority Abuse (CIAA). Then CIAA dealt the case with reference to the existing education rule (2003) and decided to follow the existing education Act 1971. This act and rule do not allow local government to recruit teachers. Then immediately, Ministry of Federal Affairs and General Administration did circular to all local levels that they need to follow the existing education Act 1971 and education rule 2003 until the new federal act replaces it (Nepal Samacharpatra Daily, 17 Oct. 2019).

History of Teacher Management in Nepal

Nepali people were following religious and cultural practices of learning, and they were following community leaders and priest as their teachers (Sharma, 2004, 2014). Chaudhary, Kayastha and *Patwari* came from Indian land in *tarai* region (southern plain)

and they played role of teacher in the community (Sharma, 2014). They used to teach simple mathematics and literacy courses.

Religious leaders used to be teachers (Sharma, 2012, 2016). *Aashrams* were the main places of education which were led by *bhrahmins* (Sharma, 2012, 2016). Sharma explained that there was no formal system of teacher management in Lichhibi and Kirat periods. Nepali citizens used to go to Nalanda and Bikramshila University in India for the education (ibid). For the first time in the history, Malla government decided to separate religion and education. Credit goes to Siddhinarashing Malla (1620 - 1661) who decided to make it separate and started to provide education in *Bihar* and *Bahal* (a common place in the community) by monks (ibid).

Shah and Rana period had also the informal ways of education that people used to learn from the elites in the community and from the religious leaders. *Pandits*, who were Brahmins and involved in academic activities, were the main actors to provide education and to enlighten the people in the community (Sharma, 2012, 2016). Until the Durbar school opened in 1854 by Janga Bahadur, there was no formal concept of teacher recruitment and management. Janga Bahduar was the first person who recruited two foreign people Mr. Ross and Mr. Canning as a supervisor and principal to run the Durbar school respectively (ibid).

Prime Minister Juddha Samsheer carried out a first policy document about education in 1940 called "*Istihar*" (Sharma, 2004; 2014). It was very preliminary document with the explanation about school governing bodies, head teacher, work nature and facilities (ibid). *Istihar* (1940) had explained about the conditions and processes of employing foreigners in teaching profession. Earlier, Indian citizens worked as teachers

in Nepal without work permit and citizenship. However, after the political movement of 1990, Indian teachers are required to take work permit and submit citizenship cards. Still there are few Indian teachers working in different schools in Nepal.

After democracy in 1951, interim government of Nepal formed an education commission in 1954 and the commission report disseminated in 1955. Prof. Dr. Hugu B. Wood, Oregon University, USA, was involved as planning advisor and his focus was to stream education as a tool of democratic citizenship development (MoE, 1955).

Qualification and quality of teachers were less in priority in the early days like a person who is literate and can teach simple mathematics, alphabets, words, ideas, and ethical values were recruited for teaching easily. Certificate, citizenship and other documents were not required and this trend came to practice until 1970 (Sharma, 2005). Nepal government made a mandatory policy to have Nepali citizenship to become teachers in 1988, and the teachers teaching that time were given one-year-long duration to submit all these documents including citizenship card and qualification. The history of Nepali education shows that Peace Corps volunteers, tourists, other people from India and other countries could work as teachers till 1988.

Though Nepal was not member of Common Wealth Nations, it was invited as an observing member in the Colombo seminar in 14 Jan 1951. The seminarians decided for educational development in the south Asia and Nepal had an opportunity to send teachers for the further degrees and training programs. It was one of the milestones in teacher development sector in Nepal (Sharma, 2014).

The development of education took speed after the establishment of democracy in Nepal in 1950. By then teachers were recommended to study abroad, training centers

were established, "*Tribhuvangram vikas kendra*" was active in opening schools and supervising teachers. There were more schools opened in the country sides. These schools demanded trained teachers which was very high at that time. Teacher qualification was not exactly defined before the Education Commission 1962. The literate, grade two passed, grade eight passed and the persons having good literacy skills were allowed to attend the training and to become teachers. This commission determined Intermediate Level in Education (I.Ed) and Bachelor Degree in English Education (B.Ed) as basic degrees to become teachers.

Nepal government released education Act in 1962 at first and in 1969 with amendments. At the same time, the government declared education rules in 1967 and 1969. The National Development Service (NDS) was started in 1966 and it aimed to fulfill the teacher's shortage in the country side. UNESCO, UNICEF, NORAD and the Nepal government initiated joint efforts to improve education opportunities for both girls and boys both in urban and rural areas, for the quality of education (Sharma, 2014).

Teacher Training in Early Nepal

Gautam (2004) explains that the formal training program was started in 1948. The task was very tough since there were not many trainers. Therefore, the government recommended a few people to receive teacher training courses in Thailand, Philippine and Sri – Lanka. After returning with the required training courses, the trainers run the Basic Teacher Training Center (BTTC) in Kathmandu in 1948. Then progress on it was continued by the democratic government in 1954 with establishing Post Basic Training Center (PBTC) in Kathmandu. With the existing human resource in BTTC, the

government opened National Primary Teacher Training Center (NPTTC) in 1955 with both training courses were run under this institution (ibid).

After long exercise of different types of teacher training programs, government started National Center for Education Development in 1993 as a responsible organization for overall professional development of teachers. Since that teacher training is running in different subjects and level in a regular schedule (NCED, 2010).

Contribution of College of Education (CoE) in teacher management

To address the increasing demand of teacher training, government established and conducted mobile training sessions as well as district-wise teacher training centers. Also, the government provided refresher teacher training centers in the country side. Finally, government established Education College in 1956 in support of USAID (Sharma, 2014). This college was completely responsible to prepare teachers to fulfill the national needs. The importance of female teachers at primary level was prioritized at that time so that literate girls were enrolled in Pokhara multiple school. After completing the course, they were appointed back to their home community to run the schools. This trend was continued by running “B” level training program in Kathmandu, Palpa, Nepalgunja and other places of Nepal (ibid).

Therefore, the establishment of College of Education (CoE) became a milestone towards the development of teacher education, professional development and empowerment (Sharma, 2014). CoE was established in 1956 and later it became a part of Tribhuvan University, and subsequently known as Faculty of Education (FoE). The main objective of CoE was to provide trained teachers to schools. CoE played initial role in preparing with minimum qualities of teachers by lunching different trainings.

CoE established training centers in the different parts of the country and helped the government to prepare teachers. In the period of CoE established, there were not enough teacher candidates with required qualifications.

Issues of teacher management at present

Issues regarding the teacher management at present are the cumulative form of the practices so far. Such issues emerged on the grounds of the governing system of the country, nations' economic standards and social cultural perspectives. For example, the government started to hand over schools' management authority to the local community in 2001 (MoE, 2009). It means teachers are recruited, supervised and facilitated by the local community. The local community is responsible to ensure job security for each teacher working at schools whereas the teachers denied and agitated against this provision of the government. Rather, they demanded central government to enact as the responsible authority (ibid). Finally, the government stepped down and stopped to handover schools' management to the local community. This unstable decision of the government created problems related to teacher service and tenure.

The Constitution of Nepal has defined education as a fundamental right for each child of the country. It has clearly stated the provision of free and compulsory basic level education for all children irrespective of their caste, class, gender, social, cultural and religious backgrounds. SSDP (2016 – 2023) has focused on quality of education with the concept of model school, teacher training and minimum facilities in the schools. It has also focused to increase the contact sessions between teacher and students (MoEST, 2018). Despite these initiatives NASA report (2017) shows the poor learning achievement of students over a decade. The core of the problem is teacher management.

In this context, this study aims to address following issues. First, issue associated with availability, redeployment, quality and tenure. For it, I examined these components in the field and explored the ways to address them. Second, the problem is associated with the gap between education policy and act. In fact, education policy and act define teacher management in definite words. But they have shown the vertical communication and management system. Therefore, I examine these components in the field and come up with some specific way outs.

Third, teacher recruitment and deployment play major role in motivation and selection of competent candidates. The central level Teacher Service Commission (TSC) is responsible to select permanent teachers. However, the recruitment agency is different. The practicable process of teacher selection and recruitment lies in the schools. Besides, absence of criteria-based deployment and redeployment is another problem to create demotivation of the teachers.

Fourth, the professional development and regular support play important role in teacher expertise and classroom performance. The existing scenario shows unsatisfactory situation that all teachers are trained but their knowledge and skills are not being implemented in the classroom (DoE, 2014). It means training is not transferred in the classroom. Since, what makes easy to transfer the training in the classroom and who can play effective role on teacher training and development. Basically, trainings are seminal for motivation and professional development but the report above discards this.

Fifth, teacher transfer is another issue in school system. Some people argue that transfer motivates teachers and increases the responsibility towards duties. Another group suggests that home distance school helps to perform better because s/he can play better

role in the school as well as in the community. Teacher and student relationship becomes stronger and productive when teachers work in the assigned schools for longer time.

Sixth, teacher retirement. It is an important part in the job career, and also retired teachers are the main personality in the school community. Either they are happy with the retirement processes and benefits or not. The important issue is how the retired teachers have been utilized for the school welfare events. The increasing number of retired teachers can be mobilized to support community children and educational events.

Seventh, teacher management is a collective work. All stakeholders concerned to this area are important to participate and work together. The government line offices, teachers' professional unions, teacher confederation, school management committee, local community, and school head teacher and development partners all need to have a joint effort in area of teacher management. The existing scenario shows some gaps between the government and the teacher confederation like teachers are always demanding and the government is not able to fulfill. Teachers organize protests against the government frequently and they have endless issues of *rahat* and temporary teacher management, teacher posts in the schools etc. (Shahi, 2015).

Eighth, teacher knowledge towards the management, content and skills as well as interpersonal skills is also a problem.

Ninth, there are salient components of teacher management which are not addressed in policies in the country. For example, job induction, institutional orientation, exposure, backstopping, post retirement opportunities etc. are yet to be addressed well in the policies and practice. Since these areas are implemented in civil service with a high priority, the question arises why not in teacher management. It means these components

are also important to see the results with better teacher management. Therefore, this research has explored this component from the perspective of teacher management and professional development.

Statement of the Problem

Teacher management cannot be defined in isolation because it has multiple connectivity with the students, parents, community people and the system. It needs connections with the tiers of government. The experience of other federal countries shows the need of stakeholders' involvement in each level of government for teacher management and ensure quality education in the schools (OECD, 2014).

Different power factors enjoy playing in teacher recruitment and deployment (MoEST, 2018). Panta and his team explain that the teacher management is influenced by nepotism and favoritism (ibid). This factor has created problem to select a right candidate for a right position in a right school. This problem also demands transparency in system.

Teacher motivation is the third problem. Thapa (2019), the central member of Nepali congress shared his experience in Pokhara in December 2019. He mentioned that the government can support physical facilities, more teachers and classroom facilities but the government cannot force them about active teaching and learning during the class if they are not motivated. Teacher motivation is very tough challenge. Education minister can fulfill teacher posts in the school, can force to attend school on time, to attend class timely but s/he cannot ensure the motivated teachers there. A demotivated teacher cannot perform effective teaching. So, teacher management is a bigger challenge.

Concerned to these challenges and issues of teacher management, there are several studies conducted in Nepal and over the world like Panta et. al. (2018), Thapa,

Sam & Parajuli (2013) etc. However, there are a few research studies made in the area in Nepal. The review of both national and international research reports on teacher management comes up with the following points of considerations:

First, the term teacher management is still not defined or explained well in any research conducted in Nepal as well as in other countries.

Second, research reports have not discussed both policy and practices together in and analyzed towards the results. Basically, research studies are based on implementation of policy and their results.

Third, as I reviewed, most of the research studies have focused on a single component that includes teacher recruitment, training and implementation, transfer, teacher appraisal, promotion etc. It means the findings of any of the component is not linked with another. And, it is a gap which is difficult to address and implement.

Fourth, there are salient components in teacher management and their role is important to motivate the teachers which are not covered by the previous studies. It means the implementation of other research findings are not easy to implement.

Fifth, studies are not conducted in the same context, geography or country. For example, research on teacher stress was conducted in Middle American countries (OECD, 2009). Research on teacher performance was conducted in Singapore, Japan and few other countries (ibid). Since the research contexts are different, there is hardly a link between these two components.

Sixth, a single or limited component of research is difficult to implement and to perform the results. The research is not effectively implemented because one component of teacher management is affected or influenced by another. For example, if anyone

wants to better implement teacher promotion it requires better address of teacher appraisal. And, it is linked with teacher transfer etc. So, the chain of teacher management requires a holistic understanding.

Seventh, there are limited studies conducted in the federal context of Nepal. For example, UNESCO Kathmandu has published a report in 2015 which covered more public voices and five components of teacher management. Similarly, Panta, Luitel and the team (2018) conducted research which covered mostly teacher management issues and influences. I found researches conducted on school financing, decentralization, classroom discourse, girls' education, governance etc. but not focused on teacher management as a holistic form. In this situation, this study has made an attempt to cover all components of teacher management and to develop a practicable framework of teacher management in federal system in Nepal.

Rationale of the Study

Literature, personal experience as working in the field of education for long, and analysis of the government acts, rules, regulations, development plans, and constitution of Nepal motivated me to conduct this study. Bruns (2014) concerns for the availability of the best teacher, Hanushek and Rivnik's (2005) concern for supply of quality of teachers, MoEST (2018) concerns for the redeployment as well as the professional development of the teachers (2017). These studies and reports provided me for better insights in the area of teacher management.

My personal experience as a teacher, supervisor, and teacher trainer provided me an additional impetus to conduct this study. Finally, the policy documents, plans,

commission reports helped me to shape this study as teacher management and professional development as the area of my study work.

Significance of the Study

This research contributes to teacher management authority to find out the practical ways for deputation and redeployment of right person in a right place. It helps those who are concerned for retain of high credential teachers in teaching (Shankar, 1992); Wilkinson, 1998). This study provides doable clue for those who are concerned with uneven teacher distribution in Nepali schools (DoE, 2017). Similarly, it provides the ways to those who look for motivated teachers in school. In all, this study is significant to those who are interested in the development of holistic framework of teacher management. On this ground, I believe that this study is significant for different types of stakeholders to the federal government of Nepal.

Research Questions

The primary issues regarding the core and salient components of teacher management guide the whole research. The process, execution effectiveness and results are key concerns of this research. Primarily the following questions lead the research and then substitute questions follow the main questions.

1. How are the teacher management components (license, selection, recruitment, transfer, professional development, evaluation, promotion, retirement and salient features) are being effectively implemented and how they can be improved in the federal system of Nepal in future?
2. What are the major influencing factors in teacher management at present? And how is it possible to reduce the influence for the better results in future?

3. The best government level of taking teacher management role among three tiers governing system of Nepal and how it ensures the results in the future?
4. What kinds of shared roles are possible by Federal, Province and Local government for the better management of teachers in future?

Delimitations

Teacher management itself is very wide issue and it is difficult to cover all components of it in a single study. So, I have limited this study in teaching license, selection, recruitment, transfer, professional development, evaluation, promotion, retirement, job induction, institutional orientation and post retirement opportunities.

I have conducted this study only in three municipalities of the country. Only the selected schools, head teachers and other teachers of these schools were consulted during the field work. Only the few policy makers, journalists, development workers, teachers, parents, and community members were interviewed to find out their perception towards teacher management. Similarly, limited government officers from MoEST, CEHRD, DEDCU, municipalities were interviewed and they are taken as the main source of information to complete the research but the other people may have different ideas about teacher management.

I have other limitations about data analysis and theoretical applications. Quantitative data collected by survey is analyzed from professional perspectives. The issues like gender, geography, age factors are not included. Theoretical applications are discussed in chapter eight and tried to link with the research findings.

Finally, research is limited on policies, plans and field practices. Also, research is limited in the policies and provisions of Federal Nepal. Mixed method with convergence

analysis and data analysis according to profession base has been carried out. Only four countries, having running three tiers government nonetheless they have different positions, were taken as a reference in this research.

Definition of Key Terms

Teacher management – This term covers both core and salient components of teacher management in this research. It starts from the teacher license process and ends with post retirement and possible opportunities. It has equally emphasized on salient components and their proper address by the policy and system.

Core components - It focuses on licensing, selection, recruitment, professional development, evaluation, promotion, transfer and retirement

Selection of teachers – Selecting required number of teachers among all applicants by TSC is an academic process.

Recruitment of teachers – This is an administrative action to fulfill the teachers. Since process involving him/her to work, providing appointment letter which is followed by DEDCU at present

Salient components – It limits on job induction, institutional orientation, exposure, back-stopping and post retirement opportunities. It is assumed that these components play important role in teacher management.

Job induction – Prepare the selected persons for their required roles and duties in the teaching profession, motivate them and aware with risks also

Job description – List of role and responsibilities for teachers which is not in practice in community school teacher employees.

Deployment – The action or period after selection to starting the classroom teaching that is placement of selected teacher in an appropriate school, level and subject

Professional development – Provision of professional training and career development, work environment in the schools, motivation towards the profession, exposure and holistic coverage of activities

Appraisal – Both formative and summative evaluation of teachers' annual work performance in its relation with the promotion and increments.

Retirement and satisfaction – Conditions of retirements, Benefits at the time of retirements, happiness after retirement and productive use of his/her skills and experiences after retirement

Stakeholder – Stakeholder covers MoEST, TSC, Province government, DECUD, resource center/person, School Management Committee (SMC), teachers' professional unions, head teacher, teachers, student, parent Teacher Association (PTA), development workers, journalists and parents in this research.

V3SK - V1 for learner centered values, V2 for Teacher identity and V3 for service to the profession and community, Skill and Knowledge

CHAPTER II

Review of Literature

This chapter deals with review of related literature. The review is divided into three sections. The first section covers the theory related literature of the study. The second section covers the concepts or ideas about teacher management from different policies, plans, programs, books and media and conceptual framework. And, the third section explains the empirical or experimental research findings for situating the current research topic and the empirical framework.

Teacher Management Theories

There are more theories about management and they are applicable in this research also. The most reliable theories include system theory by Ludwig von Bertalanffy (1901-1971), principles of administrative management theory by Miner and Henri Fayol (1841-1925), bureaucratic management theory by Max Weber (1864-1920), scientific management theory by Frederick Taylor (1856-1915), theory X and Y by Douglas McGregor (1906-1964), classical management theory (Weber, 1864 – 1920) and 7S strategic theory (Peters & Waterman, 1980). Classical theory focuses on maximum profit of the company and minimizes the employee's individual needs and right. Similarly, X and Y theory finds out a middle way of the employees' as well as the managers' stand point. Bureaucratic theory talks in balance about the hierarchy, job clarification, control and support. Out of them I reviewed two theories bureaucratic by Weber and strategic (McKinsey 7S) by Peter and Waterman. Because I found a balance that bureaucratic theory talks about structure, hierarchy, control and supervision. And strategic theory focuses on soft components of management like institutional values,

sharing, objectives, staff and system. Also, Maslow's theory of hierarchy of needs (1943) is followed in some topics of this research particularly in motivation, teacher enabling, and work performance components. But its' role is support other theories as explained below and to add motivational factors.

Bureaucratic theory of management

Bureaucratic theory leads the research initially. Max Weber (1864 – 1920) highlights the five principles of bureaucratic theory which deal all components of human resource management. In this theory managers develop formal authority, hierarchical positions, authority delivery, and organizational rules. Also, managers' competency-based promotion plays the important role to mobilize employee in the organization.

The bureaucratic theory is more structured with certain positive characters such as division of labor, managerial hierarchy, formal selection of staff, career orientation, formal control system, impersonality in execution. The proper execution of these characters of bureaucratic theory helps to run the organization smoothly and meet targets.

Weber also explained the weaknesses of the theory that demotivate the workforce. It is difficult to manage rules and controls since it may not be liked by all or not acceptable, needed extreme devotion towards the rules and controls, may be intended towards the employee. It shows that the manager is super powerful in the organization and everything depends on him/her.

Bureaucratic theory is structured with six components that include labor and clear division, separation of the owner's personal and organizational property, hiring and promotion based on qualifications and performance, hierarchy and chain of command, accurate system of record keeping not personal relationships and consistent regulations. It

shows that this theory is more structured with hierarchy, system, and process of work performance.

Bureaucratic theory believes that hierarchy in the organization helps to produce better results. According to Allameh and Hosseinzadeh, bureaucratic theory believes on hierarchy, control and expertise. The six characteristics form bureaucratic theory. First part of six characteristics is control and it includes hierarchy of authority, rules observation and formality in relations. The second part is expertise and it includes job codification, technical competences, and division of labor (Allameh & Hosseinzadeh, 2016). Among these six characteristics, there undertakes strong relationship. For example, if control increases in an institution then expertise decreases. Similarly, job codification, formality, rules observation and hierarchy of authority play corresponding role to enhance the capacity of the institution (ibid).

Similarly, Voet claims that bureaucratic organization are able to implement planned and emergent change approaches. Transformational leadership can lead the organizations with bureaucratic structure and able to give better results (Voet, 2013). Also, it focuses on role of immediate supervisor and the role of senior managers. The active and systematic role of those two persons determine the change and progress of the organization (ibid). Even the leadership is transformational, it cannot give better result in non-bureaucratic structure and the institution always performs low. At the same time, leadership can work in both planned and emergent change approaches in bureaucratic structure of the organization (ibid).

Parlor and Cansoy have concluded that bureaucratic school structure is effective to give quality of education. In the bureaucratic structure, administrative body and

managers are important and their proactive role and impartial behavior is required (Parlar and Cansoy 2017). Occupational cooperation, school administration's support, conducive work environment and immediate supervisors' behavior are key components of bureaucratic theory and their well management helps to produce better results (ibid). Researchers claimed that the bureaucratic structure helps to develop teacher leadership so that every teacher in the school is motivated and empowered (ibid).

Bureaucratic theory of management is spread everywhere. Assiamah and his team explain that there is no possibility of replace to the bureaucratic theory even in this developed society, however, there are some extremes to be modified and refined (Assiamah, Asamoah & Kyeremeh, 2016). They add more about the importance of structure and hierarchy to run the institutions. These researchers brought the knowledge that there are chaos and conflicting relationships among the workforce without the standardized structure in bureaucratic institution (ibid).

Bureaucratic theory cannot lead the overall management of human resource in any organization no matter it is small in size. Teacher management at the country level is a large scale and it requires a flexible and self-motivating framework of human resource. The rigidity of rules blocks the common sense of individuals and kills the creativity. Also, people give priority to their self-esteem at first and want to use their ideas. Since it contradicts with the present scenario of human resource management and the theory, bureaucratic theory is good to structure the management framework. However, it requires any other theory to keep employees motivated.

According to Kwok (2014), bureaucratic theory plays important role to guide the initial part of the research which is concerned with how to structure the teacher

organization. How the teachers to be treated as an employee and how to follow the entry process of teachers are the aspects to be observed in this study.

Kwok explained that bureaucratic management theory (Max Weber, 1864 - 1920) is appropriate to manage the organization and structure. Since, it works better for teacher management. This theory helps to analyze the rules, impersonality, division of labor, hierarchical and authority structure, job security and rationality. Rationality in bureaucratic theory plays an ultimate role in management that how the manager plays effective role to delicate jobs and duties. Hierarchy of structure helps internal control of system within the organization so that employee can learn from his/her supervisor.

Bureaucratic management theory guides the research to reach the depth of teacher management in a mechanical way. This theory focuses on teachers' recruitment process, job delivery, job clarification, work-load, time management and payment incentives. This theory guides the research towards the system-controlled approach. Here, teachers are defined less intellectual to use their common sense as per the situation and accountability so that mechanical control plays negative role in humanitarian and ownership building.

It means bureaucratic theory cannot lead the whole research on teacher management. It requires another theory regarding the soft-ware component of teacher management. Also, bureaucratic theory was established in 1900 s' decade, however, the practice was already there for hundreds of years. There are many changes in civilization and human beings as well.

Strategic management theory

Gökdeniz, Kömürcü and Kartal (2017) have explained that McKinsey 7S theory covers the overall system and components of organizational management as well as the

human resource management (2017). They claim that 7S strategic theory covers all components and unite in one integration point that is shared values of the organization or the team (ibid).

Waterman and Peters established the 7S strategic theory of management in 1980s' throughout the work experience in a company. This theory is known as McKinsey 7S because these two people were consultant in the McKinsey Company. Since the theory is known by the company name also. The period of early 1980 s' was management theory in and out and many of the theories were being outdated to ensure better results in the company and some new theories were developing proves. At the same time 7S theory developed with the high combination of 7S and it covers both hardware and software components of employee management in the company. Libenth (2017) explains in his thesis that 7S strategic theory has different options and dimensions like Waterman and Peter decided shared value as a common factor and all other six "S" are surrounding factors. He adds that staff can be another common factor to integrate all other six "S" because staffs have common interest, ideas and needs.

Since, this theory of 7S can be implemented in teacher management because school as a unit and it covers all 7S. Those 7S (Structure, System, Strategy, Staff, Skills, Style and Shared value) are applicable in the school system also (Kaur 2013). McKinsey 7S theory covers the whole cycle of teacher management. This theory deals the whole management with seven components that include strategy, structure, system, shared values, skill, staff and style. 7S are divided in hardware and software components. 7S covers all factors of teacher management which include teacher recruitment, placement,

support system, evaluation and retirement. Also, this theory deals with the individual life and the impact of individual lifestyle to professional lifestyle.

7S theory of McKinsey covers all components and factors of the system and organization either it is in a small form or in large scale. There are three soft factors and three hard factors. Both types of factors are connected by a common factor (shared values) and all factors work in balance (Kaur, 2013). Structure, strategy and system are hard core factors in this theory and skill, staff and style are soft value factors. These both factors are connected with the 7th (S) which is 'shared value'. In this theory, there are 19 sub factors to analyze the system, to manage the system and to procedure the organizational system properly.

According to Gökdeniz, Kömürcü and Kartal (2017), strategy covers human resource, competition and transportation strategies, system covers internal, external and information system. Structure component is very important in this theory. It focuses on functional, communication and control mechanism within the structure (ibid). These factors lead the organizational management at first. It focuses on strategy to set the organization and organizational structure to run it smoothly.

Maru claims that 7S McKinsey model of strategic management showed good result in his research report about strategic implementation in Kenya revenue authority (Maru, 2015). Research report explains that 7S model is able to bring the attainment of vision of the authority. Soft factors in the 7S model are being important to motivate the staff and to mobilize according to plan. Staff motivation in the authority is being success from the point of strategic management and all people working in the organization are

happy with the program and process. Burns (1913-2001) explained that organization is as a result of the social authority, cooperative system of people and the political system.

Burns' social authority means the aim of the organization, technology to be used in the organization and the relationship with the environment. 7S McKinsey theory leads this concept with the shared values and successes with the hard and soft components.

According to Libenth (2017), managing all seven components of McKinsey theory helps to meet the targets or successes in management. The coordinated form of 7S keep balance among the all components of the organization and it is easier to motivate other staff and to mobilize the resources. He talks that balance among 7 components is challenging but the proper balance of these components makes easy to run the organization better. He claims in his research that the 7S theory is effective to initiate changes in process and system to meet the target. Changes are accepted by staff and stakeholders because of everyone's involvement in the process (ibid).

Reviewing these two major theories of management I came to the understanding that bureaucratic theory leads the teacher selection, recruitment and deployment components. It focuses on structure, system and documentation. 7S theory of strategic management leads holistically but focuses on software factors like motivation, strategy, professional development etc. System covers the whole cycle of teacher management like selection, recruitment, teacher posts, deployment, evaluation etc. Organizational goal and objectives lead the motivation and accountability factors in the teacher management. Similarly, skill leads the teacher enabling, capacity building of teachers and monitoring and supervision. So that 7S theory covers more components of teacher management and it tries to keep teachers motivated towards the profession.

Teacher management components are based on above theoretical concepts and their strengths. Bureaucratic theory is a foundation and it plays important role in administration and facilitation. It means, recruitment, deployment, transfer and retirement are more guided by the bureaucratic theory. 7S McKinsey theory is followed in all components of teacher management but basically it is important in software components that include professional development, motivation, evaluation, promotion and job induction. Teacher staff are bonded with shared values and it includes organizational goals and objectives which is important to motivate them. Similarly, skills lead the teacher enabling, monitoring and supervision. Shared values keep teachers bonding with the team, team work and accountability. Finally, system and strategy lead the remaining components of teacher management such as evaluation, promotion, retirement and satisfaction and job induction.

Convergence of these Theories in Teacher Management

Though they differ in a number of respects, the theories discussed above converge on different aspects of teacher management. Their convergences can be seen in the chart:

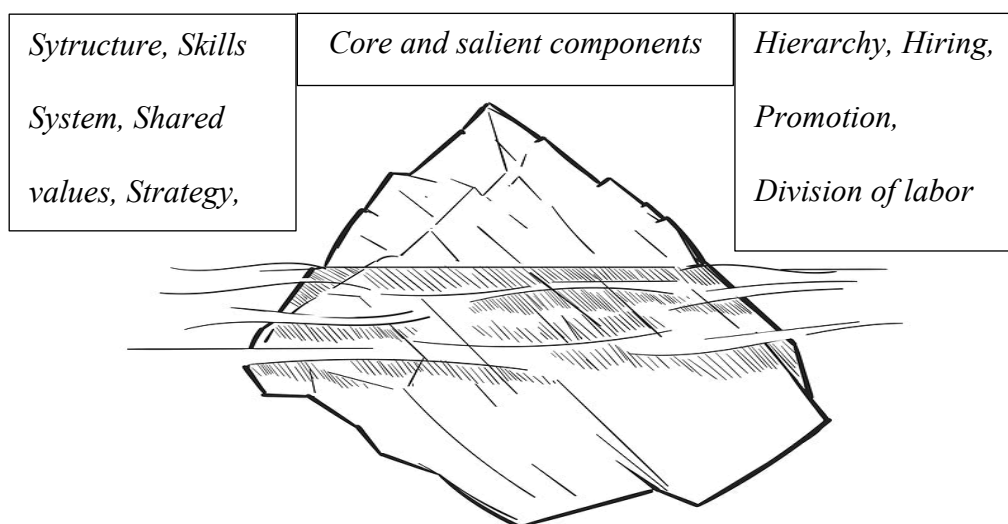


Figure 1: Teacher management issues and theories

The figure above explains the convergence of issues regarding teacher management components with the theories. It comprises two different theories. Both theories apply in issues with teacher license, selection, recruitment, transfer, professional development, evaluation actions, and promotion side by side but these are not applying equally in all components. Also, salient component that includes job induction, institutional orientation, exposures and post retirement opportunities applies both theories convergence. The main reflection of above draw is that there are more hidden issues about teacher management rather than known among the stakeholders.

Theories in the Research

The ideas of bureaucratic theory are followed to process the administrative perspective of teacher management. It covers job contract, professional orientation, rules and regulations etc. Also, the structure and internal controlled system of teacher management are based on this theory. Similarly, 7S McKinsey theory played an important role to design the soft part (professional development, motivation, promotion etc.) in developing teacher management framework in this research. Also, ideas based on the structure and system have been mixed up using both bureaucratic and 7S theories. Basically, these theories provide insights on teacher staff motivation and mobilization strategies where the common goal and objectives of the organization are taken in the center. The shared values of institution and individuals are in priority. Finally, structure and administration are more mechanical part to set the teachers in their daily work load and school system. These are borders and milestones that teachers must fit in those. At the same time, basic need of individuals come together and affects the whole life.

Research studies Kaur (2013) and Jerome (2013) show that Maslow's theory of basic needs is followed in some cases to explore how the teachers' prepare, update and keep free from day-to-day family burden themselves. Teachers' socio-economic status is as a barrier in some cases. They are not able to address the social issues like teacher as a socially respected profession. Following table shows the presence of theories in this research.

Table 1: *Lead role of theories in different components of teacher management*

Theories	Components	Joint role of theories
Bureaucratic	Selection, recruitment, transfer, promotion, appraisal and retirement	Somehow both theories deal separate but these are parallelly applied in all components to address the core and
Strategic 7S	License, professional development and salient components	salient components because bureaucratic deals with the administrative portion and strategic deals process, motivational as well as academic mostly.

Teacher Management in Representative Federal Countries

This section has covered the policy provisions, experiences, ideas and practices of federal countries. This section focuses more on the experience and policy documents of three tier federal countries. It covers the discussion on Nepal's guiding documents like education policy, Acts, rules and regulations of federal, province and local governments.

Five countries are taken here as a reference and these are Brazil, South Africa, Russia, Nigeria and India. Basically, the policy documents and research reports of these countries were critically reviewed in order to receive the ideas about the core components

of teacher management. Here, India is not three tiers governing country yet, the process of teacher recruitment and transfer educational policies that are set in India influence Nepal as well.

The reason of selecting above countries is the similarity of governing system with Nepal. So, these countries are also three tiers governing and their practices and experiences help Nepal to set up teacher management in the Federal system. Even India is not three tiers governing system but it is selected because the system in India is always influencing to Nepal. Since among 25 countries with three tier governing systems I selected four.

Even among the three tiers governing countries, there are not similarities in teacher selection, recruitment, transfer and professional development of teachers. It shows that there are other factors deciding the teacher management framework to make it more practicable. In practice, three tiers federal countries are entrusted the province or state as key actors in teacher management. Mostly, recruitment and professional development are controlled by the state. Local government has the assisting role to the state government. Districts are found to have worked as the representative units of the states and provinces for coordination, monitoring and supporting the local governments as well as schools in some cases. Since, the local governments are limited in running lower basic schools only, District Coordination Unit (DCU) involve upper basic and secondary schools as per the role delivered by the state government. So, the state government is responsible for running schools, recruiting teachers, monitoring and supervision supports to schools.

The following table shows teacher management practice in selected countries.

Table 2: *Teacher management in selected federal countries*

Components	Countries				
	India	Brazil	Russia	South Africa	Nigeria
License	-	-	-	-	TRC
Selection	State	-	-	-	-
Recruitment	State and local	Province	State and School	Province	State
Transfer	State and district	Province and local	State, local	State and local	Local
Professional dev. (Training)	Edu. college – State	Federal and Province	Federal/state/school	Province, District	State and local
Appraisal	State and district	Province and Local	State and school	State and school committee	School and state
Promotion	State	Province	State	State	State
Retirement	Federal and state	Federal and Province	Federal and state	Federal and local	Federal and local
Salient components	NA	NA	NA	NA	NA

Source: World Bank. (1999), Wilkins (1998), MoHRD, India (2019), Kurlyandskaya, Nikolayenko and Golovanova (2002), Gentilucci and Brescia, (2017), Gaynor (1998) (TRC- Teacher Registration Council)

The table above shows that there are differences in teacher management in different countries. For example, Pakistan is tolerating a joint role in teacher recruitment and training program. Brazil is jointly involved in teacher transfer, training and evaluation. Russia has counted school as a body, and state is working with the schools for recruitment. Similarly, federal, states and districts are working jointly and separately in teacher management in India. All the practices of these countries present that there are multiple possibilities of teacher management in federal system. There are three tiers

government systems in Brazil where local government is powerful unit of implementation.

Federal countries with two tiers like Germany, Pakistan, India, USA, UAE and Russia are following province/state lead approach of teacher management. This approach is guided by the federal government. In these countries, municipalities are integrated into the province/state governments. But Argentina, Brazil, South Africa and Switzerland have adopted a three-tier federal set up of the government where legislative powers are granted to the local government as well. Therefore, the local government has right to develop policy and local level Acts for teacher management.

Similarly, Nigeria is following three tiers government system. It has focused more on the authority of state and federal. Federal government of Nigeria leads the education policies and guidelines for all level (Stuti, 2001). Post primary education (secondary education) and universities come under the joint responsibility of federal and state governments both (ibid). Similarly, state and local governments work jointly on primary and vocational education (ibid). It shows that the local government is not taking any responsibility of teacher management alone.

Russian government expanded teacher education program massively after the World War I (1918) and increased the number of public schools across the country. It expanded training centers to prepare teachers and to fulfill their ongoing needs. They provided less priority to theoretical aspect of teacher education and focused on practical activities mostly. It means they poorly focused on completed degree or qualification. However, they focused more on the training and life skills or hands on skills achieved by

the candidate. This is a kind of discussion either such a skill-based training is required for the teachers' professional development.

Russian government had developed a curriculum for professional development from the beginning of the formal education system in 1037 when the metropolitan school founded. Rather, they had focused on how the teachers could provide better education to children (ibid). Education, of course, at the school level was compulsory to be a teacher in the future. It was the first criteria for each and every citizen who wants to be a teacher in the future.

Russian government had taken teacher motivation as a first priority for the profession (Sharma, 2005). School working hours were maintained four/day and if someone needs to work more s/he gets more allowances as per the rule based on the base salary. The school supervisor determines whether extra hours needed or not. Government as well as private institutions were allowed to run the training courses. The teacher training curriculum and content must be same in the government and private institutions.

As teachers have right to association, they need to contribute three percentage of their monthly income for the association (ibid). Teacher associations in Russia are more responsible to handle the educational issues and to facilitate the institutions.

According to education act of Kenya (1980) with its revision in 2012, basic level schools are managed by local level government and Teacher Service Commission (TSC) is a responsible body to manage the teachers in all level schools (National Council for Law [NCL], Kenya, 2012). TSC coordinates both level governments like center level and local level. This body sets standards for different level of schools, keeps records of all teacher posts, opens vacancies, and recruits competent candidates. TSC sends all newly

recruited teachers in needy schools in coordination with head teacher and board of governor. But it requires coordination during the process and final approval of central government as essential (ibid).

Ministry of Education Science and Technology (MoEST) of Kenya sets all kind of policy and criteria about the teacher posts, basic salary, education act and regulation to run the education system in the country (NCL, Kenya, 2012). This central level organization plays monitoring and ultimate responsibility of education sector and operates other wings according to sector to run the programs including Kenya Institute of Education (KIE) which is responsible to conduct different types of training programs to the teachers. KIE is responsible to complete the training packages for all teachers in coordination with other private organizations who are eligible to run the trainings.

Education act of Kenya (2012) has a provision in which the head teacher work as a separate post and it is more responsible to run the schools (NCL, Kenya, 2012). Head teacher must have the teaching experience and s/he must be able to develop and lead the institution with a practicable plan, delivery mechanism and supervision skills. Board of governor is the responsible body to recruit the head teacher in coordination with chief education officer in the local government. And skills on sustainable measures of planning and implementation are the major standards for the post of the head teacher. In some cases, Kenya government prioritizes the residential head teacher so that s/he can involve in entire activities.

Teachers are supported by the head teacher closely and head teacher is responsible to monitor and supervise in a regular base. At the same time, board of governor and head teacher are able to take decisions against the teachers. Feedback,

suggestions, managerial support and actions against mistakes are the main duties of the board and the head teacher.

Teacher deployment, transfer, and retirement undertake according to the schedule of TSC. TSC and the ministry of Kenya government have decided grade teaching at basic level. However, head teacher is not counted as a teaching staff. S/he is more responsible as an overall manager. Teachers are recruited according to subjects and class in the higher grades.

System Approach for Better Education Results (SABER) explains that clear goals and objectives about teacher management help to have better results. SABER suggests to implement some good ideas to manage teachers better. For example, clear expectations between the manager and teacher candidate, attract the best students in teaching, prepare teachers with useful skills, match the teachers' skills with students need and interest, give strong leadership, consider indicators base supervision as the main and basic factors to manage teachers better (Trembley and Breeding, 2014). There is a board of governor in each school or a single board of governor can work for two and more schools. It depends on the management possibilities and acceptance of local people.

The above explanation about teacher management in Kenya shows the more authority at the local level. There is school level authority to recruit teacher and to monitor them. The close monitor of local community and governing bodies are supportive to motivate teachers.

According to Brazilian government (2009), Brazil is practicing in-depth research inspiration program for teachers regarding the work performance and student achievement. A large number of teachers in Brazil have not received higher degree of

education (2009). The large number of teachers (6,38,800) in the primary level schools are not with required education qualification (ibid). Since, they needed more in-service training and action research projects. It was shocking information for the key stakeholders, and also a turning point to think for the better management in education.

Government of Brazil is increasing the education budget and has focused on preparing competent citizen through education. National and international experts are working to design and redesign the education framework and the education policy. It is identified that the teachers are incomparable factor in the school system. Quality of education is not possible without the quality of teacher posting in the schools.

Sharma explained that Indian government invested and expanded many teachers education centers, schools and colleges on the first day of Independence Day in 1947 (Sharma, 2005). India follows high school graduate and training as a basic requirement to become a pre-primary school teacher. Intermediate degree is a must to have training to be a primary level teacher. Bachelor's level passed and having a year long training is compulsory to get appointed for teaching at the secondary level. At present the government has declared role of teacher management among three agencies where state government is most responsible and districts work as its coordination unit among the local governments. The federal government of India has hold ultimate role of teacher management particularly financial and standards set up (Ministry of Human Resource Development [MoHRD], 2018).

Female teachers are more in priority for pre-schools in India. Government and non-government organizations are focusing on in-service training in India. Teachers are recruited by the state and the local authority. There is a disparity between the state and

local authority recruited teachers. State recruited teachers are more privileged in India. Political and administrative power influence is a major problem in teacher recruitment and deployment. Since, it is difficult to find a right teacher in a right place to achieve quality education. Teachers have no more experience on project work, research activities and practical exercise during the college time. Lack of these practical activities, teachers are not being able to perform better in schools (Sharma, 2005).

Singh (1995) explained that the provision of single teacher school in India is effective to manage schools in the remote and rural areas. The government has standardized the criteria for the single teacher school. Such as, the overall population of the community is less than 500, geography is rural and small village, and the average number of children is around 40. A talented teacher is able to take individual care of each and every student in the class. In the Himalayan range of Gargoti, more than 60 percentage schools are run through the single teacher school practice (ibid). The number of students in some of the schools in Gargoti is less than 25. In the same state, some schools are with multi grade multi-level teaching and learning practices and some of the schools are with grade teaching system. The flexible education policy is being helpful to address the contextual standards and needs with minimum cost.

The main attraction of the single teacher school is the integrated curriculum for different age group children. An integrated curriculum for these multiple age group students is developed and it is easier to follow by the teachers. Life skills, moral education and basic knowledge about major subjects (math, science, environment, language, and social study) are in the first priority in the integrated curriculum. Single teacher school concept is found reducing the teacher gaps and absenteeism in schools.

Agrawal (2010) claims, British colonial period was the initial period for all foundation of education particularly teacher education in India. India started with similar cycle of teacher management system of United Kingdom and it is modified later in accordance with the needs and socio-economic status.

Teacher Management in Policies, Plan and Practices in Nepal

Pascale and Athos (n.d.) claim that management is a relative notion and it depends on individual character of teacher, economic status, and people in the society, culture of the society and community environment. Teachers are from different society with different culture, and their family background and daily needs are different. So that their individual management skills are at different level and are not enough to manage the educational learning inside and outside the classroom. Teachers are taught only to teach in the classroom but not taught to manage everything before they are going to class. Or teachers are not implementing the preparation and managerial roles in the school. It impossible only through the implementation of good teacher education curriculum and the proper management of institutions. The detail of each component is discussed below:

Teacher Management in Policies

Teacher management is a major component both in terms of access and quality of education. It is worth full to explain about the first education directive, "*Istihar*" and others promulgated during the reign of Rana (1850 to 1950) and later governments (post 1950) respectively.

a. Istihar

The first education act or guideline was developed and carried out by the *rana* government. It was named "*Istihar*" and it was declared in 1939 (AD), and 1996 *Chaitra*

28th according to Nepali *date*. It was first education policy, focused on overall structure and management of school system. It had explained about the teacher management in very limited areas, and more focused on discipline. Director General (DG) is the most powerful post to monitor the schools, teacher activities, hiring, transfer and sanction from their job by mainly director general. Head teacher and school management committee were entrusted authority to recruit, monitor and evaluation and departmental action respectively (Sharma, 2012).

b. Education Act. 1971

This Act is clear about the core component of teacher management but it is silent for salient components. Education Act 1971 with its 8th amendment has provision of TSC for teacher license for selection and promotion. Similarly, NCED as a separate institution for the overall professional development of teachers. And the government entrusted District Education Office (DEO) as a field level executive agency. In the same way, resource centers and regional education directorate were taken as the monitoring and supervision bodies.

In article 12 of 8th amendment has clearly stated that there must be one teacher in the basic school for running up to grade three and having students below 50. There should be two teachers for basic school running up to grade 5 and the number of students is below 50. If there are more than 50 students, there will be three teachers. The number of teachers will go up on the basis of student's head count. This idea for teacher placement and the number of teachers in the school is not enough. This concept does not work perfectly to improve the quality of education in the junior level of schools.

In the same article 12 “*Gha*”, the government has described the teacher placement for the secondary level. Every class should have at least a teacher. There will be nine teachers in a school running grades six to ten. These posts are specified with subjects and qualifications like; intermediate, bachelors, science, English etc. In calculation, it sounds good because there are 40 periods a day in all these five classes. The workload for each teacher is four and a half periods per day. It is a normal calculation and does not incorporate the period loads of optional subjects. It proves that teachers have enough time to plan and preparation for the further lessons.

Education Act 1971 and its latest amendment article no 11. kha explains Teacher Service Commission (TSC). TSC is the responsible body to process and hire permanent teachers in the approved posts in the community schools. Similarly, article 11. cha explains the recommendation or deployment of permanent teachers in the schools. It requires vacant post, subject matching and other criteria.

Education Act 1971 and its 8th amendment requires a capacity assessment of each candidate for the head teacher. It has some sort of criteria like; developing a proposal for school improvement, presenting the proposal in a logical order, and other professional performance during the career. Here, historical and administrative records are valued 85 percentages and writing a proposal of project plan for improving the respective school is scored 15 percentages only. This is a slight progress in hiring competent head teachers.

This Act has tried to address all core components of teacher management but totally absent about salient components (job induction, institutional orientation, exposures and post retirement opportunities). Also, there are gaps in core components

like; teacher selection by TSC takes 7/8 months so that there may not be teachers in the schools. The teacher selection on temporary basis is again more influenced.

c. Teacher Service Commission (TSC) 2001

TSC (2001) has clearly defined about teaching license, selection and promotion requirements and process. Chapter three and article six of TSC mentions the details for teacher license provision and process. Similarly, articles 13 to 26 of the same chapter explains the teacher selection requirements and process in details. Its chapter four clarifies teacher promotion.

The explanation above indicates that the TSC policy provision has some gaps like; inclusive teacher recruitment regarding women, ethnicity and differently able people. The legislative provision has appealed for creating job opportunity for each group, to support needy people and to set inclusive team in the school. However, this provision is sometimes problematic for retaining the quality of education in some schools because the schools have some specific needs and subject wise combination and hardly managed the inclusive team. Reservation for women is absolutely correct in pre-primary and primary schools but it requires more support during the period childbirth. Other gaps concerned are the coordination with the executive bodies, teacher evaluation and lengthy processes of teacher selection.

d. Education rule 2003

Education rule/regulation 2003 and its' latest amendment 2015, article 22.nga explains the processes of teacher management in the community schools. Temporary teacher selection requires all processes of teacher selection, and SMC is the most authentic body to hire temporary teachers in coordination with district education office.

Article 22.*nga* covers 14 sub articles and it explains the role of TSC and the teacher deployment process. Article 22.*chha* explains teacher's promotion. This article also explains the supervision role of the head teacher and backstopping for the professional development of the teachers.

In the Article 22.*ja*, teacher's permanent job appointment letter can be cancelled in certain cases like; reasonable claim by others. Article 23.*ka* explains teacher's resignation process. In the same policy document, Article 71 and 72 explain all kinds of teacher management and teacher professional development. NCED (After Federal system merged with DoE and the known as Center for Educational and Human Resource Development – CEHRD) is the responsible body for designing and implementing teacher training and their professional development. Article 93 talks about head teacher's appointment process, rights and responsibilities. It is very clear that head teacher is responsible to run the school very effectively. Similarly, teacher recruitment committee formation, observation during the teacher's probation period, recruitment of temporary teachers, management of temporary teachers, teacher transfer policy, remuneration and other facilities for teachers, and retirement conditions are explained in the articles from 94 to 132 in the Education Directives 2003 and its amendment 2015. Codes of conduct for teachers are very clearly stated in the Article 133.

Appendix 12 in the same education rule explains about the number of teacher posts in the community schools. It recommends one teacher for pre-primary school, two teachers for primary school with less than 50 students, three teachers for primary school with more than 50 students, four teachers for lower secondary school six to eight grades, and eight teachers for secondary classes from grade nine to twelve.

Besides these detail provisions of teacher management, it has some gaps while executing these provisions. First, the salient components of teacher management are not addressed. Second, blanket approach of temporary teacher recruitment is not applicable in all places. Third, it is silent about the teacher education and preparation. Fourth, it has no hard and fast provision for evaluating the performance of the teachers.

a. Federal education policy 2019

Education policy 2019 explains teacher management in the Article 8.8. It states that all service holders in the education sector including teachers ensure the required qualification, capacity, honesty, commitment, and accountability for the quality of education. This objective is defined by the strategy articles from 9.18 to 9.24; where 9. 18 explains basic qualification and quality to be a teacher; Article 9.19 tells about professional competencies, 9.20 clarifies for ensuring subject teachers and their availability in schools, 9.21 is very important and it announces the provision of attracting talents and toppers. Also, it explains the professional code of conduct for teachers.

In this way, the policy has covered more components of teacher management even if it has some specific gaps. First, it is not clear about the provision of teacher posts in the school. There are too few posts in the schools. Second, the policy is silent about salient components of teacher management which had to be considered well in the policy. Finally, policy is silent about the entrusted body to executive these components.

b. Federal education Act. 2019 (Draft copy)

The draft copy of Federal Education Act (2019) explains teacher management in the Articles 8, 9, 10, 11, and 12 in Chapter 3. Article 8 explains the number of teachers in the schools run by the local government; and Article 9 clarifies about the criteria,

qualification and conditions of teacher candidates. Similarly, teacher recruitment, transfer and promotion have been explained in Article 10. Article 11 is about the facilities of teachers; and Article 12 explains distribution and re-distribution of teacher posts.

There are few gaps in this draft copy of the Act 2019. First, there is not an all-inclusive coverage of core components of teacher management. Second, it has not explained teacher education and teacher preparation. Third, salient components of teacher management are not addressed. And fourth, power sharing between the federal, province and local governments are not well-stated. For example, Article 10 explains local government recruits the teacher, whereas, Article 11 explains that province government decides salary, benefits and all facilities.

c. Province education policy 2020 (Bagmati province, draft copy)

Bagmati province government is under discussion on its education policy, 2020. In the document, policy no. 9.27 explains teacher selection by the province civil service or TSC, decides salary, benefits and other facilities, and appoints teachers for schools. Similarly, policy no. 9.28 explains teachers' professional development by different ways like online, offline, short term, long term, and awards etc.

This policy is limited to higher education, and hence, it has few components and the whole responsibility of defining of teacher management components is left to the education rule in the future.

d. Local government education Act. 2019 (Chandragiri municipality)

Chandragiri municipality has covered more about teacher management in its education Act. 2019. In Chapter 7, Articles 33, 34, 35, 36, 37, 38, 39, 40, 41 and 42 explain teacher posts redistribution, required education qualification, teacher students

ratio, teachers involvement in other workloads, legal provision about job security, teacher recruitment and transfer, leave facility and departmental actions, principal and official staff, permanent residence in other countries, and right of professional unions respectively. Also, Article 4.17 explains the formation of teacher selection committee in the municipality level.

This policy seems more elaborative regarding teacher management. However, it still has some gaps which will be explained in details later. The gaps seen in this act are: teacher education, salient components of teacher management, and promotion provisions. Finally, teacher management in major policies is described as follows;

Table 3. *Provision of teacher management in main policies*

Components	Act 1 - 1971	Regulation 2003	TSC 2001	Education policy 2019	Ed Act. 2019 Chandragiri municipality
License	TSC	TSC	All responsibility	TSC	TSC
Selection	TSC	TSC	All responsibility	TSC	TSC, local
Recruitment	District	DEO, SMC	NA	Province	Local
Transfer	Center, regional, district	DEO, Regional, center	NA	Local, Province, center	Local, province, center
Professional dev.	NCED, ETC	NCED, ETC	NA	Province, Local	ETC, local
Appraisal Actions	District, center	School, district	Provides criteria	Local	Local
Promotion	School, district, TSC	School, district, TSC	sets criteria and executes	Province, TSC	Local, TSC
Retirement	Center, district	Center, district	NA	Center, Local	Local, center
Salient components	NA	NA - monitoring	NA	NA, supervision	NA, exposure, monitoring

The table above summarizes the key reflection of policies about teacher management. It shows the core components are addressed more or less but salient components are forgotten.

Education policies regarding the teacher management also were constituted and forwarded by the education commissions formed at different times by the governments constituted in different point in time. The details of commission reports and space about teacher management are discussed below.

Teacher Management in Education Commissions

Since the establishment of democracy in Nepal, the government had formed education commissions to structure and develop a framework of education in the country. It started from NNEPC (1955) and just enacted by HLNEC (2018) at this time. All the commissions had reported the ideas and suggestions for teacher management in the nation. In this sense, all these commissions have taken teacher management as a key component in their reports. Basically, they have focused on teacher training and empowerment but some of the reports have suggested how teacher posts and deployment in the schools could be better addressed. The major education commissions and their notes on teacher management are as follows:

a. Nepal National Education Planning Commission (NNEPC - 1955)

The report of NNEPC-1995 explains recruitment requirements, in-service training and training allowance, and teacher types. This commission also suggested to form village education board or committee for teacher recruitment and school supervision. Equally, it suggested to establish Education College to prepare the qualified teachers and to open the teaching centers in different parts of the country in order to train the teachers involved in teaching. This commission had suggested to form a “Parent Teacher Association - PTA” for the better relationship between teacher and parents so that there is better education in the schools.

b. Sarbangan Rastriya Education Commission (SREC - 1962)

The report of SREC-1962 describes basic requirements of recruitment, salary increase, deputation provision, training provision, job guaranty and pension facility and no more about the teacher evaluation. This commission had opened few sincere concerns about the teaching profession like, a huge lack of teachers in the community schools; more than 2000 teachers who received allowances and trained were not involved in teaching; people are not attracted to receive training even if they were getting allowance because they were not respected in the society; even the education college could not enroll talented students as the future teachers and the teachers were less respected because of their low profile and qualities (Chapter 3 of the report). This commission had suggested to pay better than other civil services, to hire more competent, motivated, and knowledgeable teachers who had good characteristics to be a teacher, equal facilities for those who were teaching at the same level, reward every year to best performing teachers, and provide pension and medical facilities.

c. National Education System Plan (NESP - 1971)

NESP report-1971 suggested to train all teachers with different teaching methods. In-service training, vocational training, and allowances for training were focused on that report. It was realized, "...to improve the quality of education, recruitment of qualified and motivated people in teaching job and to retain them were taken major challenges." Also, the report suggested job security of teachers, more facilities and promotion opportunities. It equally suggested the detailed criteria of promotion like; service years, qualification, awards, health, experiences of work in the remote places etc. It further suggested the provision of TSC, added teacher monitoring and provision of promotion.

d. National Education Commission (NEC - 1993)

National Education Commission (NEC, 1993) focused that teacher had to be trained and skillful to run the child friendly teaching and learning in the classroom. According to the child friendly framework (MoE, 2011), children are in the center, free of fear, active participation of children in teaching and learning process, use of required materials, and the comfortable classroom arrangement. Teacher must be accountable towards the students' overall growth and their learning achievement. Commission has suggested to the government to prepare politically independent teacher and they are not politically biased with any student, community and political party. Also, the system needs to ensure job security of teachers so that teachers do not need to go with politicians.

Again, the commission report explains that there is a lack in teachers' professional development that the government bodies (institutions and schools). It means, in policy, they are not encouraging for training program and they are not providing more training opportunities to their teachers (MoE, 1993). Report talks more about the teacher education and teacher training. However, the components of training have not been well-discussed. The report suggests that the improvement of teacher salary and benefits of teachers should be addressed for the better motivation towards the job (ibid). Similarly, the report focuses on proper utilize of 6 weeks teaching practicum during the teacher education degrees, the curriculum is not modified from very long and it is time to modify the teacher education curriculum to address the national needs, and support for training programs during the job career. Institutions serving for pre-service and in-service training must be well-equipped so that they can prepare the teachers having a good quality.

This report had explained teacher preparation, professional development of teachers, teacher facilities, maximum benefits from the existing teachers. But it is still not enough to improve the quality of education if there is no teaching staff as it required by the workload. It means teacher management is lacking in this report, and investment for existing teaching force cannot help to meet the national target of quality education.

e. High Level Education Commission (HLEC - 1999)

HLEC (1999) had explored the sincere issues about primary school teachers, and the case of secondary level seemed similar. It added,

“.... teachers are important to improve the quality of education and to prepare the competent students. All teachers have passed the required qualification but most of them have attended many times for the same examination (School Leaving Certificate - SLC) and hardly passed the exam with lower grade. So that they cannot teach even all subjects (science, math, English, Nepali) in the primary grades. (Translated from the report copy)”

Based on this understanding, commission report suggested to upgrade the teacher qualification (grade 12 passed for primary level), to improve the teaching and learning process in the classroom, more staff in schools, refresher training for teachers, and performance review of teachers, award with grade, training as a key requirement for recruitment, and other conditions reiterated from the previous reports. Finally, it had focused on teacher education so that teacher training, quality of qualifications, monitoring and backstopping were in priority.

f. High Level Education Commission (HLEC - 2017)

HLEC 2017 report is more focused on teacher selection and enabling process that the selected teachers are able to give better results. This report concludes the lack of good governance and recommends teachers must be evaluated by respective students in each 15 days. So, students vote and report their observation towards their teacher (Article 10).

Similarly, Article 12 explains the poor quality of education colleges, training is not reflecting in the classroom, and teachers are not more motivated to enhance their skills. The report has suggested to provide access of online resources, encourage to write research articles, teachers need to address the needs of both students and parents, as well as expectations in each three months, and license examinations are strict so that psychologically fit and committed candidates can be selected. And other important suggestions are; 30% marks of test is about attitude and the 70% covers the written, oral and practical. Also, that 30% must be secured 100% marks otherwise s/he cannot pass the exam, to increase the salary comparing with other civil service holders, teachers' access to open university programs, technology and finally teacher confederation must be responsible for motivation and professional development.

g. High Level National Education Commission (HLNEC - 2018)

HLNEC report (2018) has made some bold suggestions regarding teacher management. It has calculated the teacher posts according to Education Act (1971) and suggested to redistribute the teacher posts based on the student number and also redeploy the existing teachers. Chapter 18.2.*kha* has identified that the students enroll in the education colleges and they cannot give better results. Therefore, education colleges should be encouraged to attract the better performing students. Similarly, Article 18.2.*ga*

explains the professional development is system-based even if it is tried to develop demand-based so that training skills are not transferred in the classrooms. The commission has suggested all policy related components and activities in chapter 18.4 like TSC services from province level, apply basic qualification for all types of teachers, provision of teacher preparation course after teaching license, license renew after each five years, teacher recruitment and transfer from local level as per the school need, contribution base provident fund, promotion opportunity up to secondary level and provision of attraction to talent students from the colleges.

Also, suggested grade teaching up to grade three and then subject wise teaching, temporary teacher recruitment by the local government from the competent candidates having, teaching license. The important and abstract aspect also focused that the teachers must be competent in subject matter as well as emotional feelings of profession and childcare.

The commissions in one or in other way wrote about teachers' management. The gist of each of the commissions' reports is given in the chart below.

Table 4: *Recommendations of education commission's reports*

Components	1956	1962	1971	1993	1999 HLEC	2018
	NNEPC	SREC	NESP	NEC	report	HLNEC
License	NA			NA	Needed	TSC/ Council
Selection	Center gov Recruitment Follow conditions	HMG/ MoE Basic recruitment	TSC	Center, set norms	Center, TSC	TSC
Recruitment	District	District	District	District	District	-
Transfer			Center, district	Center, district	Center, district	-
Training	Center,	Training centers	Center, capacity build	Center, empow er	Method, content, refresher	Local
Appraisal	District based of work performance	Central, regional and district	Local and district	Local, district – format	Performan ce review by local, district, center	Performa nce base
Promotion		Salary increases, allowances	NA	Center		Evaluatio n result base
Retirement	Central gov.	Center gov. Pension,	Center	Center		Central
Salient components	NA	NA	NA	NA	Monitoring	Monitoring, supervision

The table above shows the continuity of core components and mainly about teacher recruitment and facilities in the beginning. Later commissions have focused on teacher enabling also. But still there is no any concrete idea about salient components of teachers

management. It means there is not addressed holistically. And the partial programming cannot improve the quality of education.

h. Teacher management in MoE program plan

The national child-friendly school framework (2011) of education describes the provision of training for each teacher once a year. These training events are demand-driven and will be conducted at the local level (MoE, 2011). It has highlighted about the teaching skills and environment and teacher's role in effective teaching and learning. This document also does not explain about the better management of teachers like; their deployment, uneven posts in the schools, motivation and support system.

Another important document to improve the education quality was Annual Strategic Implementation Plan (ASIP). ASIP (2013), its component number five explains that teacher will receive short term professional development training based on the quota system (MoE, 2014). This is a need base training, and resource persons collect needs of the teachers, develop training packages and conduct training at the local level (ibid). It explains that teachers from each school participate in the training turn by turn so that classes are not hampered. This plan does not explain about the process and assurance of implementation of training in classroom. This is another bigger issue to achieve the goals of education and it is related with the teachers and their motivation.

The government policy and program for the year 2017/18 has explained the quality education in point 23 and 24 (DoE, 2017). It explains the basic level education will be compulsory and free, schools' ownership handover to local level, promote technical education, and province level universities in the policy. Education program for

the year 2017/18 has not addressed these policies. And it is difficult to handover the schools to local authority and to shift teachers as local level employee practically.

NCED has declared training policy in 2005 which comprised four policy areas and 5 sections (MoE, 2005). It has declared the minimum standards of teachers (NCED, 2015). It has focused on professional requirements of teachers. Each policy area leads a separate task to train the teachers like; the area one explains about the training for beginners, area two explains in-service training programs or teacher development programs, area three talks about the quality and standards of trainings and the fourth area is about equity consideration in the training program. Section two is about the structure and management of training. Third section explains teacher professional development, and finally the fourth section talks about institutional arrangement and development.

This policy explains the empowerment of teachers for the quality of education but it does not talk about the number of teachers, classroom engagement, teacher student contact session etc. Therefore, the training packages and programs cannot contribute to improve the quality of education.

MoEST (2017) developed School Sector Development Plan (SSDP, 2016 - 2022) as an important policy to improve the teacher quality in Nepal. Teacher management was a core part of the SSDP. Therefore, it recognized it in its article 8.4 which states, “.... teacher management has been recognized as a key agenda for improving the quality of education (p. 78). The program description has covered the teacher, education, preparation, recruitment process, rationalization, professional development and creating enough teacher posts in the schools (MoEST, 2017). This plan has three objectives viz. to analyze the status of shortage and surplus, to rationalize the teachers to maintain

appropriate student and teacher ratio and to redeploy the teachers from surplus to shortage schools (ibid). This plan reviews the existing status of teacher that there is a shortage of small number of teachers at the primary level but there is a huge deficit of teacher number at the lower secondary and secondary level because the government has not been able to create new posts for the secondary level (ibid).

SSDP reflects the SSRP conclusions that it had recognized the importance of a motivated and well-equipped teaching force to ensure the quality (SSDP, 2017, p. 25). Also, SSDP has incorporated the issues of teacher management like uneven distribution, teacher absenteeism in school and in the classroom even they are in school, training is not being implemented in the classroom even they are trained, and finally lacking in evaluation and rewards (ibid).

Also, the plan explains that there is a huge number of teachers in *rahat* posts, temporary posts, and privately sourced posts in the schools. That number of teachers is necessary to run the classes every day. But the problem is financial issues for their regular payments and other benefits. As this plan has explained four different types of teachers in the schools, their salary facilities are also different. The difference in facility for the same nature of job humiliates the employees which ultimately results the decrease of the work performance.

Finally, this plan decides to create new teacher posts, upgrade the existing teachers, and release funds to hire necessary teachers. But this plan is following the provision of education act and rule which is not supportive for quality education and children's needs. Because as it is a lower grade or early grade it requires more supports of teachers. Also, there is almost continuation of tradition about teacher position in the plan.

It explains that there will be three teachers in the school up to 3 grades, and having more than 50 students. In the section, it explains that there will be three teachers in the school up to grade 5 and having students less or equal to fifty.

During the planning, SSDP has explained the core issues of teacher management but there is not significant improvement in those identified areas when it has completed half of the total duration of its implementation. The government is not able even to declare the education act rules and even to redistribute of teacher posts.

Literatures show that the plans are focused on teacher enabling like; train, monitor, and support them. Also, these plans have explained the required teacher posts in the schools, salary differences, too many and too few teachers in the schools, and the unnecessary influence of power and politics. It is assumed that the reshuffle of teachers is enough to deal with the number, and teacher training should be designed and promoted to motivate the teachers.

Basically, the core components of teacher management like; license, selection, recruitment, job induction, deployment, enabling, monitoring and supervision, evaluation, promotion etc. are not taken seriously. Teacher training and resourcing to teachers is in main priority in the documents. Teacher motivation is an unaddressed issue in them. Teacher recognition is not defined, highlighted and prioritized in these policies and plans. Teachers compare their facilities with that of other employees, and they think about their social status. Such a difference keeps them demotivated which always push them back to spend more efforts for enhancing quality at schools.

The documents show that policy makers are trying to achieve better results in the schools with limited input but the field situation is different and it is hard to achieve the

result because of more issues related with the teacher management like teacher number, recruitment process, transfer, evaluation system etc. (MoEST, 2018).

Some more ideas about teacher management are as follows;

Sharma (2005) states the whole cycle of teacher management, and also explains that quality of teacher is possible only after the quality of teacher education, teacher preparation, and teacher recruitment and teacher deployment system. Teacher management is always affected by the economy and the governing system of the country. Quality of teacher education begins with the system and sincerity of entrance examinations in teacher education colleges. There was psychosocial testing system in the entrance exam of teacher education in United States of America. It was from two hundred years ago in some of the teacher education colleges in USA (ibid). It proves the person who wants to be a teacher must be mentally sound, healthy and reputed in the society.

Since, the above literature indicates that quality of teacher begins from the day of college admission. It decides the quality of school environment and student's learning achievement. It means teachers who have not proceeded properly cannot grow students properly. The teacher must have in depth knowledge about content, and they must be familiar with the institutional culture and system. Also, the teachers must be aware of their roles and responsibilities towards the profession. A well-prepared teacher is motivated and can perform the classes better.

Sharma (2005) focused on teacher's professional development. It is taken as an important component from the beginning (1854) of the formal education system in Nepal. Teacher preparation and their professional development started in the beginning of school system and it is continued in all educational plans and programs like ERD Seti project,

BPEP – I and II, EFA (2002 – 2009/15), SSRP (2009 – 2015) and SSDP (20016/17 – 2022/23). BPEP first was focused on whole school approach and BPEP – II continued whole school approach with subject wise short term training programs.

Basic and Primary Education Plan (BPEP I & II) focuses on holistic training programs to improve the quality of teaching and learning in the classroom (MoE, 1997). It also focuses on training for head teachers and school leaders so that they can supervise and support the teachers (ibid). This plan focused on the support with the necessary teaching materials to each school to facilitate the teachers for effective teaching and learning in the classroom.

Even this plan was focused to improve the quality of education in the primary level. It has not discussed the problem of teacher posts in the schools. Also, it has not explained the teacher deployment and transfer based on the need of schools. Lack of proper teacher management in the school becomes a major barrier for quality education.

NCED (1996 – 2018) conducted different training programs for both primary and secondary level teachers working in the community schools. These training programs were based on both subject content and teaching pedagogy. SSRP initiated a need base training program, “Teachers’ Professional Development (TPD)”. The purpose of TPD is to prepare more realistic training packages based on needs. SSRP claims that this model of training is demand-based and it is more effective compared to the previous “system based” training.

Nepal government has declared that the number of teachers is not enough according to the provision of the education act (1971); distribution of teachers is not balanced and not based on school needs. Also, there are nine types of teachers in the

same school (MoEST, 2018). Reports show that teachers in the community schools are trained but the training skills are not implemented in the classrooms. And, teachers are not following Time on Task in their schools and in the classroom also (Rijal, Dahal, Katuwal, Nepal & Luitel, 2014).

According to the interim plan of education (2007), upgrading teacher's knowledge, skills and qualification were the main focus areas (MoE, 2008). It was the first plan of education after the declaration of People's Republic governing system. It has explained vocational education, quality of education, free and compulsory education and competent citizen for the country (ibid). It has explored seven objectives but there is not about the teachers and their professional development in details.

Flash report (2016) shows more problems about teacher management that there are a very few or finger count schools having such an opportunity of nine teachers (according to the government provision) in the secondary school running grade six to ten. Again, it has another problem of subject matching. There are several cases of schools which have not teachers according to the subjects (DoE, 2016).

Government policy on teacher positioning in schools is more managerial and oriented by financial matter rather than child psychology and education philosophy. According to the provision mentioned in the eighth amendment of education act 2006, Per Child Funding (PCF) was decided as a guiding principle to add more teachers in the schools (MoE, 2006). It was calculated per child cost in community schools, and it was decided to support PCF amount based on the student number. But the school reports show the proof that the amount is not enough to recruit new teacher to address the students' pressure.

Program implementation guideline for the year 2014 of the government had been focused on PMEC indicators in community schools like; increase the use of ICT in the schools, supervision of classroom teaching and learning, performance evaluation of workforce, increase the number of multi grade teaching schools/classes, school merge, scholarship facilities in institutional schools, school friendship program with the success schools, availability of teaching resources in the schools, literacy, implementation of Continuous Assessment System (CAS) and coordination with development partners (MoE, 2014).

Sharma (2017) explains that teacher management in federal system is more challenging because there are several concerns raised among the existing teachers. These are related with their job security and career development like; timely salary payment by the local government, conflict during the temporary teacher recruitment, permanent process, the existing facilities will be continued or not; what kind of better opportunities are possible etc. (NCED, 2017).

NCED (2016) finalized teacher competency framework and it claims that the framework works better to improve the classroom quality. Framework has covered knowledge about content, methodology, child psychology, classroom management skills, team work, professional ethics, and communication skills (NCED, 2016). There is not discussed about the work performance assurance that either the capable teacher implemented in the classroom or not.

Teachers in the secondary schools are not supported by the subject group in the induction period. The newly recruited teachers have nominal ideas about the content as well as about the delivery (ibid).

Teacher Management in Major Political Parties' Manifesto

Political movement in 1990 was historic and it created a huge wave in the governing system as well as in the awareness level of people. Then, few political parties established as a leading party. These were Nepali congress, Nepal Communist Party United Marxist and Leninist (UML), Rastriya Prajatantra and Nepal Sadbhabana Party. Later, Maoist movement started in 1996 and it came to the mainstream in 2006. It became another mainstream party in the political arena in Nepal. The study of the manifestos of different political parties have the following plan for teacher management.

Table 5: *Teacher management in political parties' manifesto*

Components	Political parties perspectives			
	CPN UML	Nepali congress	CPN Maoist	RJP
License	-	-	-	-
Selection	-	-	-	-
Recruitment and transfer	Qualified and qualification	Improve system	-	
Training and enabling	Training for all	Exposure and opportunities	-	More training
Evaluation Actions	Increase social prestige	-	-	-
Promotion	-	-	-	-
Retirement satisfaction	-	-	-	-
Salient components	-	-	-	-

The table above shows that the political parties are taking simply the teacher management for the better education. They are not specific in both system and process of teacher management. These documents do not show any realization of the importance of teachers to improve the quality of education.

CPN UML manifesto (2013) and their manifesto and guiding documents show that teachers are taken as a key factor to improve the quality of education. These documents have focused on recruitment of qualified and capable teachers, job security of each employee in the schools, enhance academic freedom, and increase the social prestige, support them for their professional development.

Nepali congress (2013) explains in the same way like teachers' professional development, academic freedom, improving the system for teacher recruitment and deployment are in priority to improve the quality of education. Nepali congress's idea to improve the quality of education is possible with better teachers and better recruitment system in place.

CPN Maoist (2013) is silent on teacher management and it talks more about the education system in the manifesto. CPN Maoist explains free and compulsory education, life-long education, and access to technical education and quality of education. It does not explain about teacher, teacher recruitment process and other management system.

Rastriya Prajatantra Party, Majdoor Kisan party, Rastriya Janta Party have explained very few words about the teacher management, and they focus on professional development in the existing system.

This shows that political parties are guided by their theoretical standpoint like; communist parties are mostly influenced by socialist philosophy. Nepali congress is guided by democratic and liberal policy. The regional parties are guided by local level issues. All parties are using big terms in their documents about the education and teacher management. Particularly, none of the political party has explained teacher management as a key component in the education system. They have not explained teacher

management in a holistic form like; teacher preparation to retirement satisfactions. Parties have not evaluated the present scenario of teacher management is being effective or ineffective to ensure the quality education in the schools.

Documents Leading this Research

All contents explained above become the bases of this research. More specifically, the following documents are considered as the guiding documents in this research because these documents are imperative in developing teacher management framework. The first guiding document is the constitution of Nepal (2015), second is the Federal Education Policy (FEP), Education Act, Province Education Policy and Act, and Municipality Education Act are in priority respectively. The set of all documents is not completed at but in progress like; FEP is released, Act is drafted and under discussion, few municipalities have developed their local level education Act and being implemented. Similarly, 15th development plan of Federal Nepal, High Level Education Commission (HLECR, 2018) and studies on teacher management in Federal Nepal (2018) are the main bases of this research.

Research on Teacher Management

There are two major intensions of studying previous research findings. The first is not worth to repeat the same and similar findings. Secondly it is necessary to gather ideas and information to carry out new ideas in the area of teacher management. All these research reports are basically from federal countries.

In this research, review has been clustered in accordance with the four objectives. The first part explains the major components. The second part provides the details of the influencing factors. The third part says more about the governmental role division and

probable models of teacher management in federal Nepal. Finally, the fourth part is more common about the soft factors that influence the teacher management.

Lessons on Teacher Selection, Recruitment, Professional Development, Evaluation Actions, Promotion, and Retirement

Toby and his team (2018) suggest that the right teacher in the right schools is possible with the following right processes of teacher preparation, recruitment and deployment. Right processes of teacher management require a transparent, structured and realistic system that everyone trusts. Teacher education/curriculum and teacher colleges and institutions are first most important agencies to prepare the teachers with good quality. Keeping this importance in mind, every nation needs to start with teacher education curriculum at first to prepare good teachers. Curriculum must be enlightening, practical and full of life skills. Then good students after school graduation join the teacher education colleges.

The curriculum of teacher education must be sound, practical, research oriented, flexible and process oriented. Institutional system, organizational obligations, freedom in the learning process, environment of working independently and work in a team and then hands on skills help to increase teacher's confidence level after the graduation.

Mugambi, and Ocheing, (2016) write that teacher management in Kenya is divided into three components: entry, maintenance and exit. Here, 'entry' covers the registration and recruitment. Maintenance covers deployment, remuneration, evaluation, promotion, discipline and teaching standards. They claim that the entry is the most important stage to make decision. A weak decision at this point creates several hurdles during the job tenure.

They suggest that robust requirements are considered to select the teachers, and to empower them to create participatory work environment in the school (ibid). They focus on induction and support to newly enrolled teachers in the schools. They also believe that the early phase of job career is more challenging and confusing. Since, it is important to care them by introducing the school culture very clearly. Head teacher and senior teacher staff can help with breaking the isolation of new teacher staff, sharing closely, empathizing their activities and clear instruction on school plan (ibid).

According to Coggshall and Behrstock (2009), teacher hiring is the most important time to think and to spend time for the best candidate. Hiring the best candidate is the solution of the upcoming problems during the professional tenure. Therefore, hiring process must be clear, specific, transparent, talent tapping and process oriented.

Placement of selected teachers must be based on the need of school and required subject teacher in the school. A right placement from the beginning of the job entry motivates a newly recruited teacher. A clear and transparent system for placement keeps teacher far from the unnecessary bargain with the government and makes more accountable (ibid). The assignment or duty delivery to newly recruited teachers must be clearer. At the same time, job orientation is more important before starting daily plans in the school. Introduction with other teacher staff, school management team, management system and school plan, school environment etc. are the key aspects to be introduced to the newly recruited teachers to keep them motivated (ibid).

Ochieng and Mugambi cited Gaynor (1998) that the most effective way of teacher support or professional development is to ask teachers to develop a skill development package himself/herself/themselves. It is really a need-based approach and helps to find

out way out to improve the teacher. It is possible approach to improve teachers at the local level. This kind of package supports to ensure results in the classroom. They also cite Monahum (1996) that professional discussion and dialogues both inside and outside the schools play important role to upgrade teachers. It is a big course of training in an informal way.

Ochieng and Mugambi are also impressed with the idea of problem-based development (Clarke, 2015). In this idea, problems and issues related to every individual teacher become the components of content package. Based on those issues or challenges, instructor or supervisor can help particular cases. Then it is easy to implement by the teachers in their profession.

Duflo, Pascaline and Kremer (2014) explain that Kenya is also experiencing complicatedness while talking about the teacher management. The government of Kenya believes that the quality of education depends on quality of teachers. Since the government is practicing different models of teacher management. Government started Extra Teacher Program (ETP) in 2005 to 2007 and the government provided funds to the local level authorities and board of governor to recruit the teachers. This fund is especially for teacher recruitment as per the need. Board of governor recruited teachers for short time and peak time of teaching and learning in the schools. It was effective to find a qualified teacher in less and less amount. These short term and low paid teachers have possibility of contract renew, and also, they may be TSC teacher also. Contract teacher is another concept in Kenya (ibid). Non-government organizations are allowed to recruit contract teachers for certain time which need to meet qualification, recruitment etc. as same in the case of TSC teachers.

The fourth types of teachers are hired by Parent Teacher Association (PTA) in Kenya. PTA is allowed to hire teacher on the basis of school need, but PTA needs to follow the TSC requirements at all level.

The contract teachers, PTA hired teachers and extra teachers can be upgraded as TSC teachers if they perform better and they pass all TSC recruitment processes.

According to Kwedho (2015), performance contract is one of the main tools to ensure accountability towards the job. He explains the Kenyan research findings that a statement of performance contract motivates the employee, and also creates obligations to perform the assigned duties timely.

Similarly, Gordon (2005) explains that the first step for quality of education is teacher and staff management in the schools. He links to other organizations like; manufacturing factories and focuses on specific role clarification and monitoring. Also, modern science and technology must be implemented in the schools. Science and information communication technology accelerate the work efficiency of teachers and staff in the schools (ibid).

Gordon said that the basic requirement for the profession is that the teacher in the school must be clear about their roles and daily duties. Clarification on role and responsibilities keeps teachers aware and then they prepare for their daily duties. This is special beginning for the quality of education. It is implicit that the teachers are not willing to see poor performance in their subjects but they are. It is their obligation because of the structure and procedure of teacher recruitment (ibid).

Mason, Talya and Berrin (2010) explained that teachers are the technical managers. Yet, they are never taught about good management. There are seen and unseen

roles and responsibilities of a teacher in schools. Teachers think that their role is to teach respective subjects only. They do not think about their unseen responsibility of management, and creating school environment better. This problem is more in under developed countries. Also, Mason and his team prioritize the major problems of teacher management start with teacher education curriculum, teacher education colleges, school system and economic standard of the country and problems end to teacher retirement (ibid). Because of poor economy, countries are not able to improve facilities in the schools and to support teachers properly.

Here, they have suggested redesigning the teacher education curriculum for the better preparation of teacher. In this new curriculum, management is one of the most important subjects for all students who want to be teachers in the future. Their perception is that the management, knowledge about subject, and skills to deliver the lesson are three major pillars to be a successful teacher. Management skills help teachers to plan better, delivery lessons timely, organize classroom layout attractive and manage teaching and learning resources perfectly (ibid).

Wasserberg (1999) concludes that the important elements to motivate teachers are trust, encouragement, and praise. He recommends that supportive observation makes everyone happy and encourages being dedicated. Head teacher must receive everyone with individual identity and respect. There is no comparison between person A and person B in the team. His idea is to observe the activities performed by an individual and guide, encourage and support him/her in difficult stages.

Everyone in the team is important, special and able to support each other if there is a trustworthy environment and individual freedom to perform according to capacity.

Team work is a source of power and it accelerates the work performance. Since, trustworthy environment among teachers and staff accelerates the performance level in the school system (Wasserberg, 1999).

Professional quality and values of a teacher candidate must be evaluated during the recruitment process. Teachers cannot give better results in their respective subjects without their inbuilt capacity on profession and institutional values. They should be able to grow pupils with the whole brain concept. He quotes, “learning is about the development of the whole person/brain happens in and out of the classroom” (ibid).

Teacher qualifications, recruitment process, capacity development and remuneration are different according to the countries. These things depend on national economy, the government policy, availability of qualified human resource etc. (ibid).

UNESCO report (2007) explains that teacher training is the most important factor to achieve the quality of education. In the report, it emphasizes that the pre-service training for teachers is most required to improve the quality of education. So that, many private institutions can play important role to make accessible for all teachers (ibid). The report has also explained the importance of in-service training and its impact to classroom teaching and learning. It means that the trained teacher gives better results in their respective subjects. Refresher trainings for teachers help to update their knowledge and skills. The fresh update about professional knowledge increases the quality of teaching and learning process in the classroom.

It explains the loopholes during the teacher recruitment process like; political influence at the local level, influence of teacher unions during the teacher recruitment, transfer and compromise at different levels etc. are the major barriers to select a good

candidate required in the school. These loopholes affect the schools to find right teachers with required criteria for the required subjects. A teacher who gets recruited with his or her hidden power is never devoted towards the daily duties and responsibilities. S/he rarely thinks about the student's achievement, professional roles and responsibilities.

Also, teacher recruitment and deployment are equally important for better results (ibid). This research does not explain more about the management of teachers in a holistic form. So, deployment to be considered in the system for better results.

According to Yvonne and Robert (2005), managing teachers' stress and preventing burnout is newly born issue in the education sector. Their research showed that the teaching job is more stressful in underdeveloped and developing countries comparing with the developed countries. Teachers in the developed countries are supported with technology and school facilities as required by the profession and teachers are working few hours in the classroom (Gold and Roth, 1993, 2005). They feel comfortable during their preparation for the coming lessons in the schools. It is also considered that teachers are less stressed in the developed countries.

Stress and burnout risks are more in place in the developing countries, because of the school facilities, work environment in the school and feeling of dignity by teachers (ibid). Another main reason is workload, there are few teachers in the school and they need to work all periods in the classroom. High stress teachers cannot perform their daily duties properly and the students' learning achievement is always low (ibid).

Bruns (2003) explains that building better teacher in Brazil is a crucial task, because teachers have not enough required qualifications. As well, the family background of teachers is not more supportive enough to the job. Also, most of teachers are not from

the group of good students in their school age. There are several challenges to manage good teachers according to the policy in the community schools. Major problems are that most of teachers are female, are from pro-poor family background, and from dominated race/caste (ibid).

In nutshell, the confidence level of teacher is influenced by the factors above, and they cannot work in the classroom creatively. Good students are not attending in the teaching profession because of the social status. Brazilians do not take teacher as a respected public service in the country. The way forward to improve teacher management in Brazil with sincere focus on the three aspects viz. recruiting highly talent teachers, grooming each and every teacher during the profession period, and keep them motivated.

Supportive monitoring and supervision of teachers keep daily plan of teachers in track in the schools. As the 30 percentages of teachers in Brazil are in need of backstopping is crucial task to achieve the quality education. A single teacher who is not enough capable disturbs the whole academic environment in the school. Thirty percentage teachers in Brazil have not received any feedback and suggestion from the external body during their job tenure (Bruns, 2003). It means backstopping is a kind of motivating factor as well as enabling factor to accelerate the teaching and learning process. In summary, Brazil is focusing more on positive rewarding system like; grooming newly recruited teachers, motivating and rewarding them.

Singapore government is very strict in admission process in teacher education. Government is providing high level facilities to teachers and also ensures job security of each teacher. For the retaining of good teachers, the government has launched EACH (Engagement, Aspiration, Career and Harmony) program in the country (MoE Singapore,

2011). Also, the teachers are highly supported with administrative staff, resources, and professional backstopping.

Singapore government does not prepare teacher with content only but it prepares teacher based on the philosophy of V3SK model. Where V1 represents the learner centered values, V2 represents the teacher identity and V3 represents service to the profession and community. The remaining letters S and K represent skill and knowledge. The teacher having these five qualities can help to improve the quality of education. The Singapore model may be useful to prepare teachers where the five components are prioritized like; V3SK. Here "3V" cover learners' values, teachers' identity, and professional values. Also, "S" denotes skill and "K" is for knowledge.

India has focused more on teacher training and local monitoring in schools. Russia and USA have the regional level autonomy to hire teachers and manage properly which is based on the central level standards and criteria. Different countries work differently to manage teachers better in the schools and to achieve better results.

Casassus, Cusato, Enrique and Carlos (2002) highlight research findings that there is positive relationship between teacher training and students' learning achievement. Their research in Latin American countries shows that the teacher education effects the students' learning achievement directly. They also explain that if a teacher is trained perfectly and s/he knows about both content and pedagogy of his or her subject then s/he can create conducive teaching and learning environment for learners.

Teachers' experience, attitude, opinion and working condition play vital role in preparing a teacher competent and motivated towards the job (ibid). A very interesting finding about teachers' involvement in other businesses is that if a teacher involves in

other activities or business for his/her personal benefits except the teaching profession then his/her students achieve 10 percentages less in average achievement of the class. It means a teacher must be focused or engaged to his or her teaching and learning responsibilities. They also add that a teacher needs to spend one hour for preparation of 45 minutes class. Researchers add more about the family support to a teacher. So, teacher management is not complete without assessing the family background of teachers. Since, the family background along with teacher education curriculum, institutional quality, recruitment process and facilities in the school determine the quality of education (ibid).

Yvonne and Robert (2005) suggest that the clear communication about role and responsibilities between the government and teachers as well as school managers and teachers reduce the stress (Gold, and Roth, 1993, 2005). Also, school leaders, head teacher or local government can play positive role to keep teachers motivated and enthusiastic in their duties. Transparent institutional system, well-defined and balanced workload and improved facilities in the school help to reduce stress.

Rotary Club of *Kasthmandap* (2018) reports that there is no difference in students' learning achievement either the class size is large or small, either the teacher is trained, semi trained or un-trained, either over staffing or under staffing, either teachers are well paid according to government norms or not. But the student learning achievement is different according to the students' individual differences.

The report concluded that the motivation and accountability of teachers is very poor in community schools. The teaching and learning cycle are not followed properly by the teachers. And head teacher or leadership is not able to develop a practical School Improvement Plan (SIP) for the better changes in the school.

There is a serious question about teacher training because there is no difference in students' achievement between the trained and untrained teacher's subject (*Panchakoshi Jwala Secondary School [PJSS], 2017*). It happens in most of the subjects and in all grades (*ibid*). This is a representative case and may be similar in all other schools in the country. Similarly, the official report also shows that the achievement level of students is poor. (CEHRD, 2017).

NCED report on Nepal (2015) concludes that the governance in the community school is poor and the teachers are not performing better under the poor governance. The minimum requirements of the community schools are declared by the education policy, plan and system. Government is supporting for school facilities as it is possible which are not enough. Both because of poor governance and lack of facilities, teachers are not able to perform better, and also, it is a kind of excuse for teachers. School leaders complain about the lack of resources both physical and human, societal issues, parents support, government system, and additional support by the government (*ibid*). All issues are acceptable but not enough to convince with the student's learning achievement at present.

Teachers are trained but knowledge and skills of training are not implemented in the classroom (*ibid*). There is not much difference between the trained and untrained teacher's classroom teaching and learning pedagogy. The poor governance is not creating conducive environment for implementing knowledge and skills in the classroom.

Teachers are not implementing trainings in the classroom because there are many other managerial and motivational issues in the school (NCED, 2012). Providing more in-service training opportunities helps to motivate teachers to prepare themselves in teaching and upgrade their professional skills.

National Center for Educational Development (NCED) explains that teacher training conducted from the beginning of the establishment of NCED is being helpful to improve the teacher student relationship, relationship between school and community people, and to improve the teacher's confidence about their role and responsibilities (MoE, 2010). It also claims that the students' learning achievement is improving gradually (ibid). This claim contradicts with the report of ERO about NASA 2017. It shows that the students' learning achievement is significantly decreased compared to that of the years 2015 and 2017 of grades eight and five in major subjects.

DoE Nepal (2012) explains detail research was conducted on teacher management and it was focused on community schools. This research had concluded with major issues in the education system like; TSC's role is weak and it is not functioning as it is required to improve the quality of teacher management. It was proven by the long gap of no selection process in place from 2009 to 2015. Teacher quota approved in the schools are not enough to run the classes, teacher distribution is horrible because there are some schools with over staffing and some schools are facing problem of under staffing (ibid).

Similarly, School Management Committee (SMC) is not able to implement its' role as described in the education rule (DoE, 2012). There are some emotional and motivational issues with teacher management like; teacher absenteeism, non - functioning teachers, variation in teacher management, political interference and decreasing responsibility, accountability and self-discipline in teachers (ibid).

The research findings discussed above show that there are several issues in the education system in Nepal. It requires a strong and transparent framework of teacher management as well. The above research suggests that School Management Committee

(SMC), and TSC should be empowered to stop political influences, centralize the power and run strictly (ibid).

In this changing situation of federal governing system, the suggestions above are not enough to undertake the teacher management properly but these are important lessons to develop teacher management framework better. There are three layers of governing bodies and the role of school management should be owned by the local level. Since an integrated framework among central, province and local level is needed. Such an inbuilt and transparent system may help to manage teacher better for the quality of education.

An evaluation report of ERD Seti project describes that teacher are the backbone of the school system. Since, project focused on teacher development with short term and long term trainings UNESCO (1985). Project established community-based teacher training centers in the project area. UNESCO report describes that training centers must be resourceful and utilized by the teachers. Report explains about the integrated phase wise training (23 days training course with different components and areas like; materials, parent relationship, content, pedagogy etc.), teacher support with teaching and learning materials and also backstopping in the classrooms (ibid).

Training on content and methodology are equally important to create interactive teaching and learning environment in the classroom. Content without pedagogy and pedagogy without content does not make any sense. These two components come in true when participants practice during the training sessions. Teachers need holistic training package to implement the knowledge and skills in the classroom. Report also explains that the skills and knowledge learned in the training were implemented in the classroom. Teachers had practiced those knowledge and skills in the classroom (ibid). Because of

regular support of trainers and project staff, teachers were motivated and dedicated towards the profession.

Finally, the research findings discussed above show that teacher selection and recruitment are first and most important steps to find competent and qualified teachers. Teacher training is important but more important is to ensure its' implementation in the classroom. So that it requires a regular support system, monitoring system and departmental actions against the failures.

Influencing Factors in Teacher Management

Manafa, Ocebue and Ohamobi (2018) declared that power particularly political power effects the teacher management negatively. They added that teacher recruitment, postings, promotions, distribution, decision making, policy implementation are mostly influenced areas in teacher management (ibid). Person who is in authority plays important role to fulfill the vested interest with the limited loopholes in the system (ibid).

According to them, the initial influence in teacher post distribution is directly benefiting their powerful people. There are more teachers where more authorized and powerful people are. Schools in the remote and deprived community area have nominal chances of having more teacher posts (ibid). They claimed that the most influenced step is recruitment, and it suffers the competent candidates. Also, influence in evaluation and promotion de-motivates the teachers (ibid).

Toby (2018) explains again that political interference is another vital factor to recruit an appropriate teacher candidate at all level. Their report suggests clearly that “no teacher and no subject teacher” are equal problem in India (ibid). Or no teacher keeps student free and no lessons to learn. No subject teacher creates confusion in students that

do not have an opportunity to learn right content with right pedagogy. Political power and access to government have badly affecting community schools with too many and too few teachers in the community schools in India. It is creating a real problem in the schools and pushing students towards worse future.

Toby (2018) indicates the certain types of barriers in implementation process of teacher management. He focuses on the other factors which affect teacher management directly. He links the teacher management with the socio-economic status of the country as well as the social standards and the level of good governance. The economic status determines the living standard of teachers and their daily activities. As teachers are able to fulfill their basic needs, then they are more motivated towards the job. The poorly motivated or de-motivated teachers cannot give good results in their subjects.

In the same report, he explains that the social values play important role to find good teachers in schools. They specify that women and any caste discrimination is one of the major problems to find an appropriate teacher in primary levels. Mainly women are dominated by male society and they hesitate to implement their creative ideas and to initiate classroom activities creatively. This factor is playing important role in certain caste groups and community in developing countries. Research has added more focus on importance of female teachers that female teachers can work better, can care better, and can grow children better in early grades compared to the male teachers.

Research conducted by Panta, Khanal, Luitel and Phyak et. al. (2018) on teacher management in federal system explains that there is a big worry among the teachers in community schools in the changed scenario of federalism (MoEST, 2018). Researchers summarize that there is political influence in the schools, ward chairpersons are the

chairpersons of school management committees, there is lack of resources in the local level governments, lack of monitoring capacity, and teachers have fear about the job security and professional development (ibid).

They suggest for the coming federal situation like all three level governments are responsible differently and local government is responsible to take day to day run initiation. Similarly, head teacher selection is better from the senior most teachers from the local level and s/he works under the head of education section of rural/municipality. In the research, they have raised 10 major issues like; legal management of line offices, various types of teachers, uneven distribution of teachers, teacher scarcity, required qualification of teachers, teacher training and professional development, teacher supply for special need children, promotion and upgrading of teachers and accountability of teachers (ibid). All concerns are highly important but the last one is very important for the quality of education. Among them, accountability concern is very difficult because it is an integral factor. As they have suggested in the report, promotion based on performance is poorly possible in this existing situation since there exists strong political influences in the schools.

Research conducted by the government of Nepal claims that there are dozens of issues in teacher management in the community schools like poor teacher motivation and morale are badly affecting factors to quality of education etc. (CEHRD, 2012).

The recent research report on teacher management in federal Nepal shows that it is not impossible, yet, it is very difficult, and the government needs to cost more effort to education. It means the increased financial support, zero interference in teacher selection and deployment, increased school facilities, etc. are required for systematic teacher

management. Conducive work environment is required in the school in order to address several other components.

DoE research report (2017) concludes that the whole education system is influenced by nepotism, favoritism, power, politics and other selfish factors. The leaders are self-centric and they do not want to take risk for the long-term decisions and they think about their safety and benefits only. Decision makers and supervisors are self-centric rather than system and result (ibid). They do not fulfill the teacher posts in the schools on time. The teacher recruitment is always in debate and no one wants to take risk during his or her leadership tenure (ibid).

Mishra, Khatri and Mayalu (2012) explain about teacher nine categories of teachers in community schools. There is disappointment or dissatisfaction among the different categories. One category of teachers is not accepted by other or there is recognition crisis. They have more hierarchical feelings and expressions like; permanent teachers express that no-body can remove them from the post and they do not need to shift their existing teaching pedagogy to child-centered and child-friendly manner. Locally recruited teachers always suffer by low remuneration and payment on time. That small amount of remuneration is also different according to schools. School management is suffering to manage salary payments to locally recruited teachers (ibid).

Researchers explain that teacher management in Nepal is a big challenge. Major challenges of teacher management are; lack of teacher posts in the schools, politicization in recruitment and transfer, category of teachers and teacher's motivation (ibid). Involvement of local level stakeholders in teacher monitoring helps to increase accountability in teachers. School management committee and local level leaders can

monitor and support teachers but this is not practiced in reality in the field. Local stakeholders are limited in administrative monitoring, and they only concern about teacher recruitment, scholarship distribution, construction work in school etc. (ibid).

In conclusion, teacher management particularly recruitment, transfer and promotion are influenced components. Influencing these components is a kind of demotivating the teachers which affects the regular system negatively. Such an influence is possible because of the loopholes in the system and the central control of the system. It may be possible to reduce by authorizing the local level or authority to make decisions with the standardized norms of central government.

Governments' Executive Roles in Teacher Management

Research findings from different countries show that they are managing teachers in their three tiers government system and how they are ensuring the results. The evaluations conducted by different research organization and individuals are helpful to add some ideas in this research also. As the study says, state government involves in teacher recruitment but the local government decides about the temporary teachers also. Trainings are run by separate colleges and the state government provides budget. State and district are mostly active in teacher transfer and evaluation (MoHRD, India, 2019).

Toby, Tara, Vimala, Sangeeta, and Prerha (2018) explain in their research report that teacher management is a universal problem. Both developing and developed countries are suffering with teacher management issues but the level and types of issues are different. The developing countries are suffering with under staffing, low payment, poor motivation of teachers, and teacher support system. At the same time, developed countries are suffering with teacher and technology, motivation, and teaching

methodologies in the classroom. They explain that the issue of teacher management stresses each and every stakeholder of school system. Mostly it takes place when the students learning achievement publishes out. Nobody answers a good reason of poor learning achievement of students. Everyone has many excuses and they point to others as a responsible for the poor results.

Their research concludes that the education policies, acts and education rules are not much different from one country to another. The average standard of document is similar. But there is huge difference in implementation in the field. The developed countries are being able to implement those policy documents effectively in the school plans and the developing or under developed countries are hardly able to materialize certain percentages of these policies.

According to Junyo, and Jonyo, (2017), Kenya is not a federal country and it has central-based more decentralized teacher management system. Kenya is focusing on local level government partially and the major authority of teacher management is at center level. Junyo and Junyo claimed that Kenya is facing much more challenges in teacher management. It is because of governance system, poor economy and culture. The major challenges are; understaffing, low target setting, lack of monitoring and evaluation, trade unionism, lack of computer literacy, poor infrastructure of schools and problem in timely promotion of teachers (ibid). Also, litigation is a major problem because teachers and teacher unions go to court against the decision of TSC and the board of governor. It takes a long time for decision making from court and it is against the TSC decision in some cases. Similarly, teacher's professional engagement in and out of school time is a serious problem in Kenyan schools (ibid).

Kwedho (2015) explained that education system and accountability is developed at horizontal and vertical sequences. It means the relationship among the related organizations in the same level government and also connected with lower and upper-level governments requires balance. Central government is involved in developing policy, standards, acts, rules, provides grant, and it is also involved in monitoring. Ultimate power is centered in the center. Teacher registration and recruitment is followed by the center. Province government is limited to undertake the role to monitor, to develop curriculum and support schools. The local level government is responsible to support the teachers, to evaluate them, and to ensure exit process of teachers. Kewdho explained that the 36 percentage of teacher are happy with the decentralized framework of teacher management (Kewdho, 2015). Teachers want to be recruited in TSC and central level government.

According to MoE Singapore, (2011), the central government of Singapore is responsible for developing policy and local governments implement with limited freedom. In policy, the central government decides the criteria, number and quality of teachers in the community schools. National Institute of Education (NIE) prepares a list of required number of teachers in coordination with the ministry of education. There is a triangular relationship between the central government, national institute of education and the local government (ibid).

The central government recruits the holistic evaluators for teacher's performance evaluation by the end of the year. Teachers who are not able to maintain the required results and requirements according to the job contract are punished (ibid). Government applies the Enhanced Performance Management System (EPMS) and provides a

standardized framework for evaluation of teachers, principals, educators and administrators (ibid).

Mpokosa and Ndaruhutse (2008) reported that teacher management in public schools in the most of the developing countries has similar issues. The major factors seen across the countries are low motivation of teacher and low morale. Researchers add more about that low motivation and morale are not primary factors and these are the results of discrimination in profession, poor remuneration, work load, poor facilities in the schools, teachers are not involved in decision making etc.

The flexible financial management in schools, para teacher concept for remote and rural areas can be helpful to improve the teaching and learning environment in the schools (ibid). Also, increasing incentives in teacher salary, equipment or materials, support for teachers, transparent teacher management system, and capacity building of teachers play important role to keep teachers' high morale and motivated (ibid).

Pakistan has different practices that federal government recruits the secondary teacher and the district involves in primary level recruitment. Or it has more specified roles among the federal, state and districts. Teacher evaluation is main responsibility of district. The federal government holds most of authority and other levels of governments involve in implementation roles (Kurlyandskaya, Nikolayenko & Golovanvo, 2002).

World Bank (1999) report explained that province and local government in Brazil make most of decisions about the teacher management and the federal government involves for budgetary support in training and retirement. Basically, province holds the recruitment authority in all types of community schools (ibid).

Gaynor says that the teacher management must be decentralized in the different administrative levels (World Bank, 1998). In this model, central government is responsible to hold the overall responsibility of investment and policy formation for teacher management but the local level (municipality and rural municipality) governs directly (ibid). Gaynor also prefers that the grassroots model works better to manage teachers better and to empower the community people.

According to Gaynor's second concept, if school community holds the authority of teacher management and they play active role in overall management. This is partnership among the parent, teacher and community people (ibid). This partnership is more democratic and it empowers the local stakeholders. This model is successfully implemented in UK and New Zealand (ibid). His third idea is the alternative model of teacher management. The shortages of teachers in the community schools can fulfill from the alternate sources for a certain period. These alternative sources are like; schools' local fund, certain fund provided by the government etc. (ibid).

State and district government are the main authorities to decide on teacher recruitment and all types of management of teacher in the schools in USA (Wilkins, 1998). Basically, state develops policy and plans about the recruitment, transfer, promotion and retirement then district and local authority involve in implementation and monitoring (ibid). Gaynor (1998) is known as an idea developer about teacher management. He suggests three possible major models like grassroots model, administrative model and alterative model. Gaynor focuses to follow a certain model of teacher management and he argues that the mixed method does not work in federalism. He explained that New Zealand adopted grassroots model and local stakeholders (parent,

community leaders/people, students, and teacher) are equally powerful in decision making. His research idea is that small and independent counties can follow grassroots model successfully (ibid).

Alternative model implies in more advance society where the government rules are practiced informally. If people are aware of their rights, responsibilities, and also about the future of their children than any non-government body can hold a school's management. The developed countries are involving religious institutions and other organizations to run the schools, and the government body supports with finance and guideline, and conducts performance audit periodically. Underdeveloped and developing countries follow the administrative model and they are always power centered.

The review of the related literature above shows that it is rational to follow the Russian and Brazilian model that the province and local governments are more active and involved in teacher management because these countries have similar three tiers government system in practice. Also, the other models like involving district authority and direct involvement of federal authority may be rational in certain cases as it was practiced in Pakistan. The provision of involvement of district is as a part of province of state government but it is different in case of Nepal. Therefore, it may create a kind of conflict between the district authority and local governments.

Gaynor suggesting three models of teacher management and it is choice for the federal system of Nepal also. Basically, Nepal cannot go with the central controlled system of teacher management because there is other two tiers of governments. Any of the two options either sharing between province and local government or total responsibility of local government (grass root model) may be the right model for the

federal Nepal. Empowering local government by authority may be the right option for the sustainability and effective teacher management in the future.

Framework of Teacher Management

The background factors of teacher management are equally important to see the better results. Individual teachers' health, attitude, family background, work load, other involvement of teachers, school environment, teacher posts in the school, economy of the country, community culture, basic needs fulfillment situation, teacher interpersonal skills etc. are the major factors coming under the holistic management framework.

Toby (2018) explains that schools receive grant for teacher and staff salary mostly and a very small grant for administrative and managerial expenses for the school (ibid). It means schools do not have enough grant to improve the facilities (physical and managerial) as required for enhancing the quality of education. Quality of school facilities, appropriate management of resources (both human and materials) and quality of teachers assure the quality of education. Support system in the institution plays a vital role to motivate the teachers and then it is possible to accelerate the results.

According to Beteille (2018), the various categories of teachers in the school is one of the major barriers to improve the quality of education. It disrupts the daily work plan of the school. She adds more that the categorization of teachers de-motivates them, and they get frustrated in their profession. She explains more about the teacher category that categorization of teachers obvious in all countries but it is scientifically defined and limited in the developed countries than the developing countries (ibid).

According to Munsu and Guha (2014), South Asian countries like Bangladesh, India and Afghanistan have some similarities in teacher education curriculum. In the

beginning, countries focused on minimum qualification, general knowledge on respective subject and separated one subject from another. Later, countries following the integrated teacher education curriculum and it covers, education philosophy, child psychology, and other subject content. For both basic and secondary school teachers, curriculum is integrated with health, mathematics, science, social study and moral subject components.

Bush (2010) concludes that quality of head teacher determines his/her role to improve the school in a positive direction. Head teacher must have academic development skills otherwise school improvement is not possible. Bush cites, “A head teacher who cannot perform the classroom activities is not able to improve or lead the school because s/he becomes just a manager”.

There is an alternative idea that if schools are managed in a self-way is more sustainable. The interventions in the school are directed according to the need and possibilities of the school and society (Bush, 2010). Locals must be the initiators and actors to implement the changes or reform in education. In that situation there are possibilities of emerging of leaders and team work. They start to think about availability of resources and maintenance. Everything in the society is connected and they do not think that they have an opportunity to receive something in free.

Schools are not able to produce independent, competitive, creative, and humanistic citizen because of a dozen of issues regarding the teacher individuals and teacher management system (Bush, 2010). In practice, the issue such as whether TSC is able to provide permanent teachers on time in the vacant seats in schools, too many or too less teachers in the schools, insufficient teacher posts in the schools, teachers' poor motivation, lack of school management committee's strong presence in the schools, lack

of following school improvement plan properly, political influence, lack of competent leadership in schools are major issues in the community schools (ibid).

Program for International Student Assessment (PISA) report indicates that, school age education in Singapore is in the top rank in the world (Organization for Economic Cooperation and Development [OECD], 2010). The small country in the world is in a leading position in education and educational development. As it is cited by Low and Tan (2017), PISA report presents that the Singapore students lead in Mathematics in 2011 and second in science.

Similarly, Martil (2012) explains that Singapore's average achievement of students at different grade is competitive at the world level. PISA report of the year 2012 and 2014, ranked Singapore students in the top and second position in mathematics and science subject respectively (ibid). Students' achievement is improved in Singapore. It is curious for all government people, educators and development workers to know about overall quality of education, quality of teachers and teacher management in Singapore. OECD report explains that the economic and social development of the country play important role in educational development.

Low and Tan write in their paper that the teacher management in Singapore is similar with the other countries like Nepal. Singapore had set up Institute of Education (IE) in 1950 to prepare teachers for the different level (Low & Tan 2007). IE takes the responsibility of preparing teachers for the better career. Later, the demand of teacher increased and IE is unable to prepare teachers as it was required.

Then Nanyang Technological University (NTU) adopted this institute and established National Institute of Education (NIE) as an autonomous body of NTU. NIE is

responsible institution to prepare the teacher and to coordinate with ministry of education and schools (ibid). NTU/NIE started the Teaching Scholars' Program (TSP) in 1992 and it was focused to attract good students from the schools and colleges. Their idea is to attract good students in teaching profession and their retention in the profession is a major source to have good teachers in the schools. According to Low and Tan, education institutions must be able to attract good students from the school and the government must be able to retain them in teacher profession (ibid).

Lakshmi, Rama and Hendrikz (2007) stated that the quality of teacher depends on the quality of teacher Preparation Colleges or institution. They conducted research in both India and Canada and they found that the teacher education institutions are not systematized, cultured, equipped and not able about cultural transformation in students (ibid). They claim that institutional set up, environment of the institution, and human resource management play important role in preparing good teachers.

The study also suggests that there must be good colleges to produce competent teachers. These colleges have fulfilled minimum criteria like; six areas, twenty five aspects and seventy five indicators (Area, Aspect and Indicator - AAI). Here, the six areas cover curriculum, school facilities (both physical and managerial), human resource and its mobilization, prioritized modern technology, and education pedagogy (ibid). Similarly, aspects breakdown in indicators.

The best institution prepares the best teachers. Since, the government must set up good teacher education institutions and run them effectively. Nepal is facing similar kind of debate about the teacher education colleges and students who enroll in these colleges. Who is responsible producing poor quality citizenship? Either poor quality teachers are

reason of producing poor students, or low achieving students' enrollment in colleges is the reason of poor teachers. Whatever is the first these both are parts of the same wheel.

According to evaluation report of German Nepalese Help Association - GNHA (2017), Nepal government endorsed the Multi Grade Multi Level (MGML) concept in limited schools in the support of GNHA in 2009. The study was undertaken among the government trained teachers from *Sindhupalchok* and *Kavrepalanchok*. The normal school teachers were trained and they started MGML classes as a grade teacher in the same schools. That approach did not match perfectly in those normal schools because of existing concept and situation in the schools (German Nepalese Help Association [GNHA], 2017). Teacher concept was found as a subject teacher and move around in different classes, teaching in junior classes as a grade teacher is a kind of inferiority feeling, lack of competency in all subjects and number of teachers were major and seen challenges to implement the MGML program. The report explains that the program became less effective that the teacher's mindset of 45 minutes subject wise teaching, teacher's more dependency on the text books, lack of preparation on lesson and under staffing in the school etc. There are some real challenges in the field like; teachers are prepared only based on the class(es) and subject(s) they teach, and curriculum is developed in subject wise and class wise. Since teachers cannot cross the border of limitation and they follow same framework.

According to the MoE (2012), there are several problems regarding the teacher management in Nepal. Government is not able to provide teachers as proportionate to the number of students in the school. Also, too few teachers in the school is a major problem. Teacher education, admission process, graduation from teacher colleges, teacher

recruitment process and qualification of teachers are major issues in Nepalese context. Another serious issue is school governance and it is problematic in all communities and all levels of schools. Head teacher and local level governing bodies are not functioning properly. Supervising bodies are not taking action and are not able to guide in a right way to school leaders.

Sharma (2012) mentions that head teacher is taken as a key post from the beginning of the school system in Nepal. School management committee and district education office involve in head teacher selection and they follow the set criteria that the education act and rule have stated. Mainly qualification, training, additional degree, personal relationship and trust are major measure during the head teacher selection process (ibid).

Head teacher recruitment criteria and processes focus more on administrative rather than academic, and development rather than work performance of the candidate. Purely academic or administrative person cannot perform the leadership role perfectly. Also, s/he cannot mobilize the team towards the objectives (ibid).

Suryodaya Pratishan (2009) began to appreciate the best doing teachers, challenge the middle performing teachers and enable the low performing teachers under its voluntarily run "teacher can make difference" campaign. This campaign created the environment where teachers are responsible for quality education and others are just the support agencies for them. This campaign has been continued even today through zoom meetings with *palikas*, the local governments of the country. The follow up programs showed positive results to enable best performing teachers and challenge others to be professional teachers.

Mpokosa and Ndaruhutse explain that teacher management in developing countries has more lacking from the beginning of the recruitment (Education Development Trust and VSO, 2008). Their research focuses on soft parts of the management like; dialogue between teachers and policy makers, salary decision by mutual understanding, uniformity in teacher facilities and no discrimination based on caste, sex, and level. This report suggests to developing countries that Para-teacher concept for short, medium and long term is essential to develop conducive and engaged school environment (ibid). Transparent appraisal system for both teachers and staff in the school helps to motivate and to accelerate the work efficiency in the school. Also, the expertise and skills of the teacher determine the effective involvement of teachers. Teachers keep them active and motivated as they are satisfied with the system, backstopping by the supervisors, attractive salary and benefits, and a conducive work environment in the school.

Hartney (2008) explained that teachers working in both developed and under developed countries are stressed because of the work situation in the schools. Diversity and difficult students in classrooms are one of the main causes of teacher stress. But teachers' individual life style, study habit, coping capacity and perspective towards the situation are also decision making factors (ibid). She also adds that stress is a major cause for dangerous diseases like; cancer, hyper tension and some common diseases.

There are positive and negative stresses. Positive stress takes place after each and every success and happy moment. And it encourages getting involved more and keep them engaged in work. These happy moments accumulate the work pressure, and slowly teachers get stressed. Its result is also negative because teacher is more enthusiastic to

work but s/he cannot do. Negative stress starts from the poor work environment, work load, attitude of individual, monitoring and backstopping system and results (ibid).

Here, she suggests that four things must be taught to the teachers. First, teachers must have positive attitude about the work, work environment and the team (ibid). Second, teachers must be known about their helping hands or sources when they need. Teachers need to feel that they are not alone and they will be supported in needs (ibid). Third, each and every teacher must have ideas about stress management skills so that they can practice in the regular basis (ibid). Fourth, there must be positive and effective communication environment in the organization. Each teacher must have the better communication skills to develop positive environment in the organization (ibid).

In a nutshell, teacher management requires equally important role of core components like; license, selection, recruitment, transfer etc. and the salient components as explained in the beginning of this title. The practicable framework of teacher management needs to address both aspects for the better implement. Low payment, demotivation, work stress etc. affect the daily schedule of teachers and they cannot give the better results. As the selection and recruitment processes are important, there must be a transparent as well as rational processes that ground on the social, economic and work environment.

Hattie (2003) explains that 30 percent performance of students depends upon the teachers capabilities. He claims that students, parents, peer group, head teacher are also important to achieve the good results but most important is teacher (ibid). He also explains that expert teachers can make more differences in students' learning achievement and overall grow because they know better analysis of the context, deeper

knowledge about the content, they can identify problem in a scientific way, and they can plan better according to students' individual pace (ibid). In his experience, teachers who are not qualified enough, yet experienced little, can contribute students poorly. They do not have ideas about the different methods and contextual meaning of the content. They just explain what they have learned from the limited text (ibid).

In gist, the practices of other federal countries with three tiers guided to draw framework of teacher management for the federal system of Nepal. Similarly, research findings conducted in different countries in different timeframe helped to list out the roles of responsibilities of stakeholders and three tiers governments. Also, these findings encouraged to focus on salient components of teacher management for keeping teachers motivated towards their daily responsibilities.

Empirical Framework

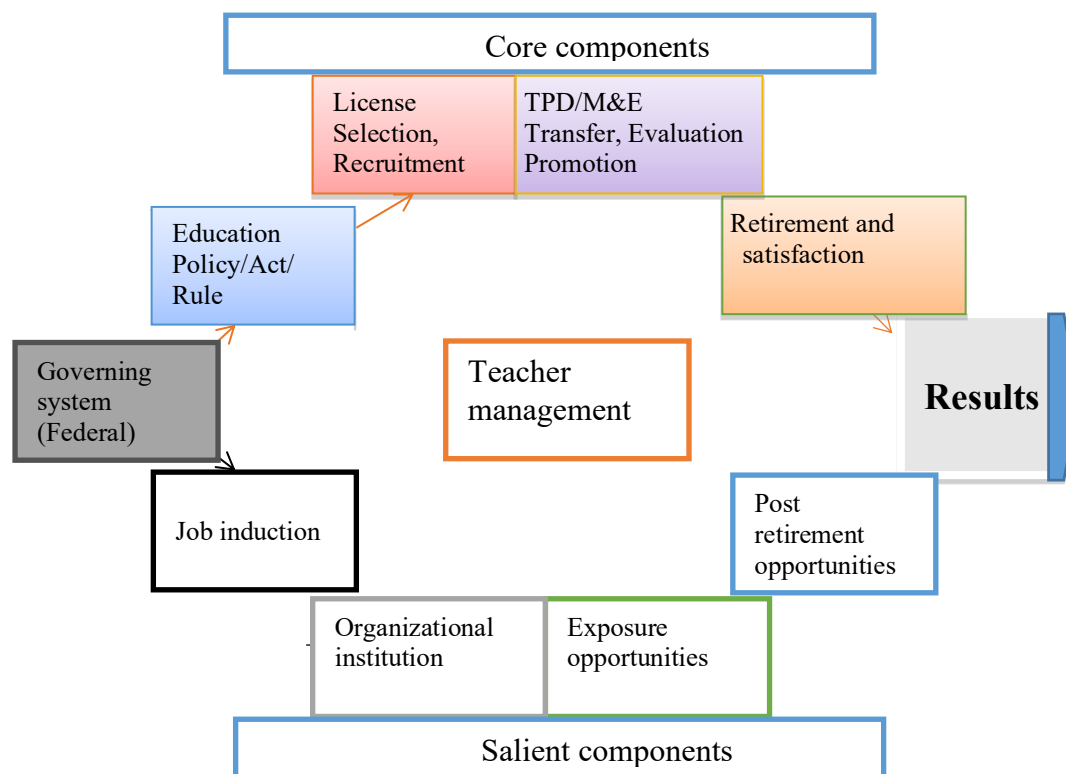


Figure 2. Empirical framework

In the framework above, I have illustrated how the nation's policy, Act and rules interact across core components and salient components in the process of teacher management. As the flow chart shows, the distinct characteristics deeply interact and interface each other. There are two kinds of interconnectivity. First, there exists the macro level interconnectivity between the core components and salient components. And second, there exists the micro level interconnectivity among the features of core components and salient components themselves. Such an interconnectivity between the components and sub-components frame, this research and its scope of exploration in regard to the teacher management. For example, the federal governing system, the existing core components of teacher management, the missing salient components and the assumed results' functional connections guided better to this research.

Review of research reports related with the topic provided more ideas and better insights on what have the researchers done so far and what can be useful for the future. The framework above helped to conclude that the teacher management is not possible in isolation. Other factors related to the daily life and society play influencing role in teacher management. Since, teacher management can be effective if both types of factors (core and salient components) are addressed properly. The core components; license, selection, recruitment, transfer, professional development, evaluation, promotion and retirement are in practice and addressed by the governments in all countries but the level and quality of work is different. The salient components; job induction, institutional orientation, exposure and post retirement opportunities found missing to address in those policies. Since, without addressing both types of components, the teacher management cannot be comprehensive and it never gives better results.

The importance of salient factors is being realized by the planners and decision makers. For example; the joint review meeting on SSDP highlighted,

".....the implementation of activities aimed at enhancing classroom teaching-learning processes and increasing teachers' time on task remains challenging.was agreed that the issue related to teacher motivation through development of appropriate incentive mechanisms (financial and non-financial) needs to be taken forward as outlined in the SSDP" (ADB, 2018).

Asian Development Bank (ADB), World Bank (WB), other donors for SSDP and the Nepal government agreed that teacher motivation as an important aspect for ensuing better learning achievement. It means, motivation is not possible in isolation. Rather, it is a product of holistic framework of teacher management. So that there should be the proper address of salient components as well.

Implications of Research Reviews as a Benchmarks in this Research

As mentioned in the beginning of this chapter, this research is guided by the established theories related to teacher management, the international and national policies, practices and possibilities seen in both documents and field explained under the conceptual review. Also, this research followed other similar research findings which are already conducted. The major implications of reviews in this research are as follows;

First, the ideas and set values of management theories are applied as a leading factor in this research. Bureaucratic theory of Max Weber is taken as a main theoretical stand point for teacher administration and service delivery component. Also, the hierarchy among teacher staff, monitoring, reporting and supervision are best fitting components in this theory and these are followed accordingly. Similarly, McKinsey 7S

theory has been implemented to fix the objective and motivating teachers towards the objective mainly. Also, this theory implemented for organizational values, developing and sharing culture among the staff, the need, possibilities and ways of professional development, and creating conducive work environment in schools and institutions.

Second, government policies, acts and rules considered as core documents to develop a concept of a practical teacher management framework in federal system of Nepal. Also, the possible gaps and overlaps which are seen between documents and practices helped to conclude practically.

Third, the perception of the political parties towards teacher management is taken as a serious concern and treated them first. Political parties are taken as driving force to whole country and governing force. Since, their perception is understood as a decision-making factor, their manifestos, the opinions and views have been wonderful ideas to conceptual newness in this research.

Fourth, knowledge from other three tier federal countries is also taken as an asset in this research. Their filtered experiences also helped to conclude the results and developing a practicable teacher management framework for federal Nepal.

Fifth, findings of similar researches conducted in different countries, schools and communities are also taken as an essential aspect to develop a better and practical framework. Based on those finding, it became easy to come with new ideas in this research. Lessons from those research findings in federal countries became more helpful in this research.

Finally, the media and forums reviewed in this chapter have raised teacher's professional difficulties, challenges, opportunities and possibilities. It is tried to explain

how the research findings address or reduce the challenges, and how it helps to grab the opportunities from this research findings as well. Since, these things are serious issues of this research, the public voices and their own experiences in the field have been reviewed and navigated.

Conceptual Framework

Reviewing the literature above, I have developed a conceptual framework. This framework guided me to conduct fieldwork, collect, analyze and interpret the data, and present the way forward to the teacher management in federal Nepal.

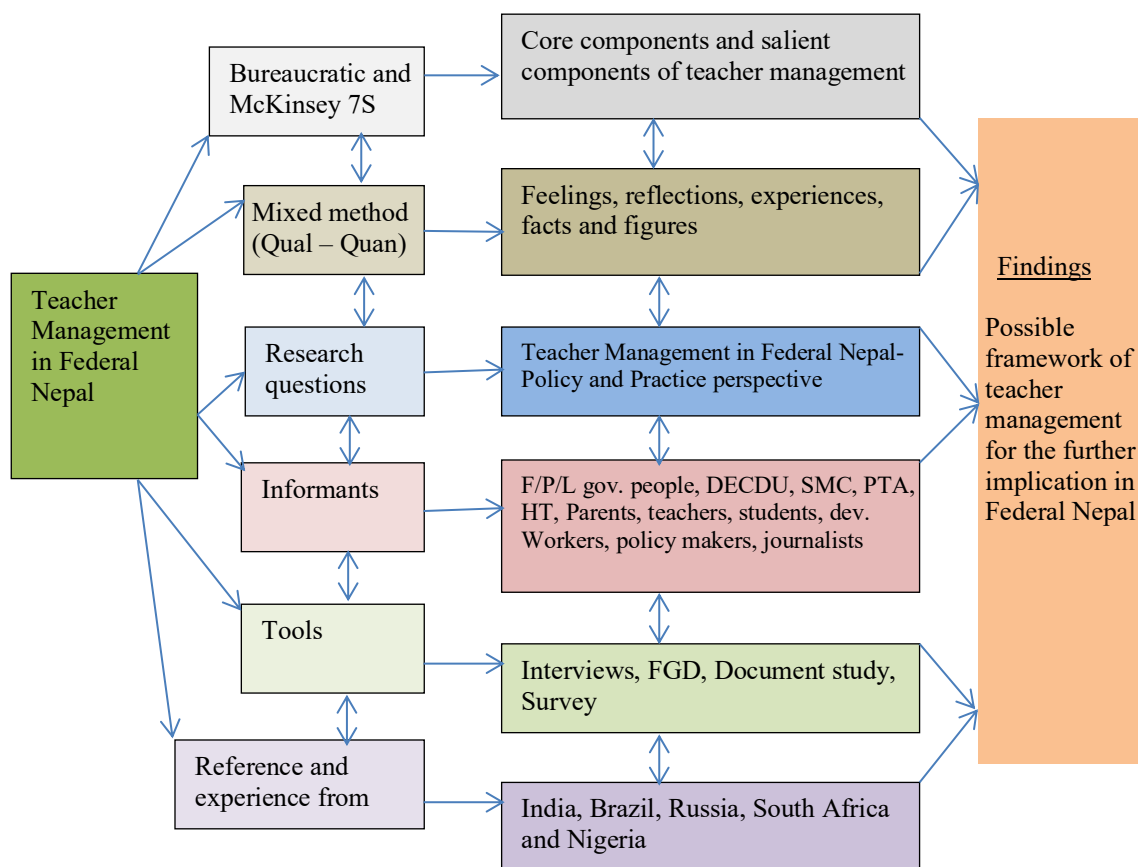


Figure 3. Conceptual framework of research

The conceptual framework above helped to limit and structure the study. As illustrated, the research is focused on federal Nepal and teacher management in three tiers governments. Based on mixed research design, this research draws theoretical insights from bureaucratic and strategic 7S theories. Interviews and focus group discussions were applied as the major methods of data collection. This framework facilitated to select the study documents and the informants and also to follow the three tiers federal countries in the course of doing fieldwork.

CHAPTER III

Research Design and Methodology

Scientific approach to conduct research is called methodology (Alok & Mishra, 2017). Alok and Mishra further added that methodology is an approach which solves research troubles thoroughly (ibid). It answers the "How" part of research or any other “WH” questions. Following them I have covered ontology, epistemology and methodology in research paradigm section. Theoretical framework has been mentioned after the methodology. Then research design has covered methods, research area, sample, respondents, reason of selecting respondents, tools, data source and data collection procedure. Finally, it has covered how data triangulation, data interpretation and ethical consideration have been maintained in this research.

Research Paradigm

Research paradigm is a basic set of ideas, beliefs and perspectives that research moves towards the goal and helps to achieve it (Johnson and Onwuegbuzie 2004). Khanal (2012) cites that paradigm encompasses three basic points: ontology, epistemology and methodology (Lincoln, Lynham & Guba, 2011). The proper answer of three components obviously leads research findings (ibid). I followed constructivist paradigm in my research that the ideas from policy makers, implementers, advocates and political members were key source of information for this study. Also, the government and institutional policies or Act. and rules were important to carry out the set of ideas about ongoing situation in the field of teacher management.

I have followed Johnson & Onwuegbuzie (2004) for qualitative purists with few quantitative data that mix both methods to filter biasness, emotional and uninvolved

objects in the research (Nagel, 1986). In their words, “.... qualitative purists (also called constructivists and interpretivists) reject what they call positivism. They argue for the superiority of constructivism, idealism, relativism, humanism, hermeneutics, and, sometimes, postmodernism” (Guba & Lincoln, 1989; Lincoln & Guba, 2000; Schwandt, 2000; Smith, 1983, 1984).

Still there is a debate between positivism and subjectivism that positivist theories base on individual, concept, construct and intention which is derived from physical science but subjectivists prefer explaining, articulating, changing people’s perception and understanding (Mingers 1984). From the discussion between positivism and subjectivism, I followed the subjectivist paradigm because individual first is the idea in this research. Following individuals and their creations is subjectivism for me. Here Mingers fits well with me who explained that subjectivism focuses on two things primarily. First, ideas of people as a subject that individuals are constantly involved to create social world through interactions and interpretations. Second, it believes on individuals’ consciousness rather than other objects (Mingers, 2002).

In this case, my ground of creating knowledge is based on individuals, their experiments, experiences, observations, feelings and lesson learned. There are national policies, rules and guidelines and also people and group of people who create the knowledge in the society, validate it, apply it and modify it. The government and policy makers develop teacher management policies but the real experiment of those policies is at the field i.e. schools and communities. The real experimenters are teachers, head teachers, parents, local government people, school management committee members,

students and the government officials. So, I valued the perceptions of different types of stakeholders in education.

I followed constructivism and subjectivism for the analysis of qualitative information with its components as follows. But for quantitative data, I took the idea of James Kurlinger (1986) which was cited by Ranjit Kumar (2011) in his step-by-step guide for the research beginners. The model of paradigm of the study is as follows;

Table 6: *Research paradigm of my study*

Paradigm	Components	Assumption and belief
Constructivism/ Subjectivism	Ontology (the knowledge)	Individuals' belief, relativism, set values at different level, places
	Epistemology (the source of knowledge)	Subjectivist/the original feelings, lesson learned by stakeholders, situational result
	Methodology (the way to achieve knowledge)	Dialectical and transactional

The table above explains that this research followed constructivism as construct. By “constructivism is ‘an approach to learning that holds that people actively construct or make their own knowledge and that reality is determined by the experiences of the learner’” (Elliott et al., 2000, p. 256)

Ontology of my research is the experimental experience of people and stakeholder in education system and implementation, their conclusions and beliefs. By ontology, I mean the classification of existence and also the relationship between science and knowledge. It means, ontology for me is the subjective play of researcher over the perception of the informants (Ahemad, 2008).

My epistemology in this study is subjectivist that follows the constructed findings. People and education stakeholders' subjective ideas, experiences and conclusions led the research. The scientific surface of knowledge or fact finding are covered in this epistemology. There is a debate about epistemological assumption either it is a tool of research or a stance. Soini, Kronqvist, and Huber (2011) cited, Joseph Maxwell's outstanding (n.d.) key note where he claimed that epistemology is not a stance and it is a tool to follow. He also explained that this is a philosophical way to know the object or situation in the world. The epistemological questions lead towards the origin of knowledge (ibid). Also, Tennis (2008) added that epistemology is the way that people know about the knowledge or existence. This is a philosophical aspect of knowledge that people cannot learn easily and it is not surficial. Siegel argued with the perception towards the epistemology by Goldman that process of teaching and learning and students' belief (Siegel, 2004). At this point, epistemology for me is subjectivity of individual as a subject, lesson learned, interaction, feeling and beliefs over teacher management.

Methodology of my research study is dialectical. "Dialectical methodology for me is the information obtained from the attachments of the stakeholder's education to re-interpret the views and experience of the people" (Glaserfeld, 1982; Glassman 2000; Ainsworth, 1993; Bowlby, 1980). It means, dialectical method here applied to cover the social phenomenon regarding education and teacher management. Also, transactional methodology was applied in this research as a socio-economic perspective of information collection. Transactional is an alternative methodology to study the social phenomenon (Rahimi, Harsij & Hatami, 2014). Dialectical as a methodology, there is class and knowledge emerge because of class and it is according to class. There is a class division

in the society. And, the perception towards object, life and society is different of those classes. So, both methodology (dialectical and transactional) covered the integrated form of information in this research.

My theoretical standpoint is based on bureaucratic and 7S strategic theories. Similarly, selection of mixed method, purposive selection of research sites, and stakeholders and the scientific as well as internal control of tools and processes were applied in my research.

Theoretical Framework of the Study

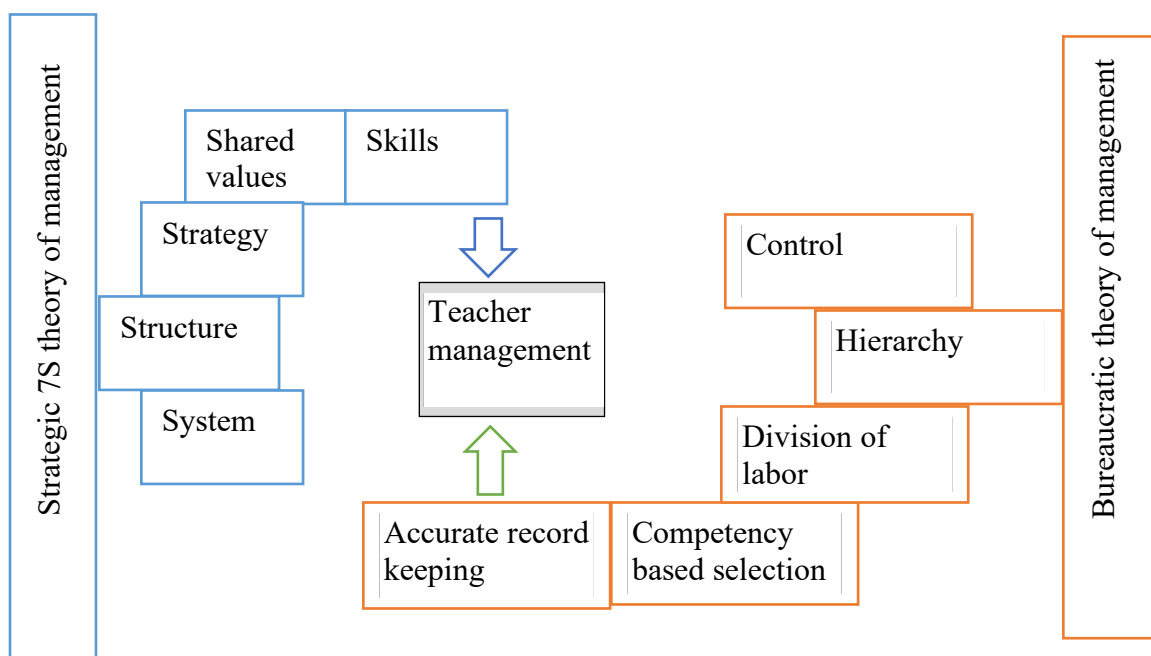


Figure 4. Theoretical framework

The framework shows that I generated primary as well as secondary information, discussed and analyzed them on the basis of two theories i.e. bureaucratic and strategic. These two theories guided me to observe the teacher management situation at the present. It clarifies either teachers are controlled and structured or facilitated by the system.

Basically, I analyzed the core components particularly selection, recruitment, transfer and evaluation, and promotion from the bureaucratic point of view. It means the selection processes and criteria for promotion were observed from bureaucratic standards like; hierarchy, control, division of labor, competency base selection and proper record keeping. The professional development and salient components of teacher management were observed through 7S strategic point of view that sharing system, structure, skills of teachers and institutional objectives or values. Also, motivation theory of Maslow and Thorndike are followed. Motivation theories are basically followed to keep teachers motivated towards their duty and accountability. It is related towards teachers' facilities, incentives and refreshments so that teachers feel good and keep them working with dedication.

Research Design

Qualitative method was followed to gathering emotions, feelings, explanations, experiences, expectations and description of stakeholders (Ochieng, Pamela & Atieno, 2009). Short case studies were taken to get deeper sense of the field and these were like; the direct quotes collected during the interviews.

Few quantitative data were collected to know the comparative ideas with the qualitative information either it justifies or disregards. Here, my idea of collecting quantitative data is to cross verification of received information from my research method that is qualitative. Hence, I followed qualitative method mainly (Onwuegbuzie and Johnson 2006). According to Rawlings (2000), mixed method in educational research provides multiple effectiveness to achieve objective because education is multifaceted.

He explained that policy makers are always qualitative and they need quantitative evidences to develop education plans and to take decisions.

My intention of using the qualitative method with verification by few quantitative data was to cover the in-depth information and to ensure the reliability of information. Particularly, qualitative method was followed to cover information regarding the objectives with few quantitative data where it supports to justifies or supports to achieve valid information about the subject (Creswell, 2007). I picked up the idea of applying both methods by analyzing qualitative and quantitative data together. From the beginning, findings and discussion have been presented together. Basically, explanations, table and fact figure are presented there to see the results from both sources. But it is not equally applied because of the nature of data and the objectives.

Table 7: *Matrix of research design*

Objectives	Methods	Tools	Informants
To assess teacher management core and salient components in policy and practices in federal Nepal	Qualitative	Interview, FGD, and document study	Policy makers, politicians, government officials, teachers, SMC, parents, Development partner, and political members
To identify the influencing factors in teacher management in federal set up	Qualitative	Interview and document study	All stakeholders above
To explore the stakeholder's perspective about teacher management framework in federalism	Qualitative	Interview, FGD and survey	All stakeholders above
To develop a practicable framework of teacher management for the federal Nepal	Qualitative	Analysis and interpretation of finding	
Total FGD – 5, and interview – 21			

Research area

Study area was purposively selected to cover the significant stakeholders and diversity regarding the teacher management. Also, to cover the specific community,

teacher distribution situations in the schools and issues covered by the media and reports. So, I sampled up Kathmandu metropolitan city of Kathmandu district, Dullu municipality of Dailekh district and Garuda municipality of Rautahat district as sample. The reason was that these districts had uneven distribution of teachers in the country (MoEST, 2018). Report adds that the things are happening because of political power center, administrative power center and decision-making center for everything.

Basically, Kathmandu valley is considered the most complex place of teacher management since there are uneven distribution, job induction, transfer, promotion, large number of teachers than the students number etc. Also, teacher leaders are there associated with different schools. At the same time, research covered Garuda municipality of Rautahat district which is an appropriate study area because of location, residence and teacher management situations in the schools. Garuda municipality is density populated area of *Madhesi* people and they are taking leadership in all units and institutions of government and society. Leaders advocating for *Madhesi* rights are concentrated there.

Finally, I realized that research is not worthy if any hill region is not covered. Hence, I decided to take Dailekh, a hill district. Dullu municipality was selected and ward 10 was taken as a unit in this research. These three areas covered the different political power centers, ethnic centers and the different situation of teachers. Dullu is as a normal community with limited resources and enough student numbers of students in the classroom. Garuda represent the limited number of teachers and students' crowded in the classroom. Kathmandu municipality represents the totally opposite situation that very few students and enough facilities in the classroom.

Since, the reason of selecting Dullu, Garuda and Kathmandu were to cover the diversity of teacher management, and existing situation in those places can represent the country to some extent.

Sample

Purposive sampling is a strategy to select person or event deliberately to collect important information which cannot be collected from other common sources (Taherdoost, 2016; Maxwell, 1996). Taherdoost explains some advantages of the purposive sampling like; less expensive, less time consuming, most convenient and ideal for exploratory research design. At the same time, he adds about disadvantages of purposive sampling like does not allow generalization and it is more subjective (ibid). Guided from his knowledge, I followed the purposive sampling to cover all types of key informants from different levels like policy makers, MoEST representatives, TSC representatives, province level implementers, district level implementers, municipalities and school stakeholders.

I applied the purposive sampling for both selection that the research area and respondents. For example, there are six/seven joint secretary in the MoEST but the joint secretary of planning section has an opportunity to involve in all activities in the ministry and s/he has knowledge about teacher management. Since, I selected purposively him and I waited several days and week for appointment with him. This is one example and there is similar experience of selecting Garuda municipality of Rautahat district because it is unique in residence, political leadership, people and culture. It means that municipality has different set of teacher management ideas and practices was my assumption and it was proved after my three visits and interviews.

Similar cases followed in selecting schools, teachers in the school, and students for FGD. There are more issues in the schools like; having more teachers and less students, teacher lacking, subject mismatched in the schools, and the functioning relationship in the schools. Another issue was about basic level school and secondary level school. Since, schools were selected by existing records and the potential person who can share ideas about teacher management. Also, some of the different schools were selected for the study like SOS, *Samata Niketan*, Mandala International School, and *Rato Bangala* School and I added here the ideas and practices of teacher management in those schools as well. I tried to pick up different categories of schools where *Samata* is a totally different in system and standards like this school does not follow the government requirements of teacher management and it starts with a dialogue, "working at *Samata* school is a social work and altruism" with a teacher at first. *Samata* believes that this is the guiding statement and it motivates towards the job performance.

There is similar character with the other schools like; *Rato Bangala* is reported as a well performing school and it is following high level standards about teacher management. Mandala is an average school and teachers working with this school is their family obligation to work for small amount of money. SoS is a well supported school and it has its own institutional rule to manage teachers which is better than that of average Nepali schools. All these four institutions are following informal processes and focus on competent and dedicated candidates. It means more result-oriented rather than process and conditions to become a teacher.

My aim of selecting those institutional schools was to collect their ideas of teacher management for the better results so that those ideas can be incorporated in the upcoming framework of teacher management in the federal system.

Sources of Data

According to Ajayi (2017), both primary and secondary data are important to conduct research in-depth. Both types of data support each other and justifies the findings (ibid). He adds that there are many methods to collect data but they are categorized into two major sources; primary and secondary (ibid). Basically, I followed the primary data like; interviews and group discussions. Interviews with individuals and observation of school environment was taken as a primary data. Also, core documents of Acts, rules, plans and policies. Similarly, I focused on secondary data with reports produced by researchers, institutions, national commissions and other individuals.

Primary source

Ajayi (2017) explains that primary data are more factual, original and it takes time to collect the data. Primary data collection is very involved process, recent and objective-oriented at first time. Primary data follows surveys, observations, experiments, questionnaire, and personal interviews, focus group discussion etc. (ibid). The characteristics of primary data are valuable facts in this research. I decided to go with it and I followed primary sources of data in the whole research process basically survey, interviews and focus group discussions. I visited schools, municipalities, ministry and education offices. I conducted interviews and FGDs with stakeholders at different level from MoEST, CEHRD, TSC, province ministry, DEDCU, municipality, and school level.

Secondary source

According to Ajayi (n.d.), source of secondary data follows publications, websites, books, journal articles and internal records. He also suggests that secondary data are from different background and people may have collected with different perspectives. Since, secondary data must be studied critically and analyzed carefully, I agreed with the above idea and I studied secondary data. I realized that the matching of primary and secondary data itself is a kind of justification.

Similarly, media source played an important role in my research. I took it as a key source that journalists collect the reality of stakeholders' voice and the ground reality. Since, social media, online papers, printed papers and audio visuals were followed. A single picture published in the paper and their direct quotes in the media were taken as a representative voice for different components of teacher management.

Respondents/Informants

The informants for both qualitative and quantitative data were policy makers, government officers, teacher confederation representative, development workers, journalists, head teachers, teachers, students and community people in my research. I tried to cover all individuals and institutions who involve in teacher management directly or indirectly. Basically, I focused on those stakeholders who play important role in core components of teacher management like; license, selection, recruitment, and transfer. Other components were taken sincerely also. Parents and community people were also in the center because of their daily life experience about children and teachers.

Rationale of sample and selection of respondents

I followed purposive method of sampling so that there was particular rational of selection. The rational of selecting both institution and individual is as follows;

Institutional selection

I went with more responsible institutions for teacher management according to system.

Table 8: *Rational of selecting countries, research area and informants*

Institutions	Rational of selection
Countries	I selected Russia, Brazil, South Africa and Nigeria because these countries have similar governing form with three tiers governments. Their experience about teacher management obviously helpful to Nepal. Which level of government is leading the teacher management in those countries either there is shared or sole responsibility? I selected India because it is most influencing country to Nepal which has surrounded from three sides of Nepal.
Research area	I selected Garuda of Rautahat district, Dullu of Dailekh district and Kathmandu valley. Here, Garuda represents the tarai with Madhesi people, dense population, and the lead political party is regional which represent the tarai region mostly. Kathmandu is teacher saturated zone about teachers. More number of teachers can be found at every school, and teachers who exercise political power and influence migrate to these schools. Dullu is a remote and hill municipality.

Selecting 11 districts	I selected 11 districts to cover all 7 provinces, both hill and tarai region, different political parties, diversity and teacher issues. Also, I tried to cover all stakeholders regarding teacher management in all these districts.
Quantitative data sample – 500	I decided this number to reach as much as possible so that it made me easier to trust on mostly repeated frequency.
MOEST	Ministry plays important role in setting national standards, policies, Acts and Rules, and holds ultimate power/authority.
CEHRD	Responsible at the center to implement policies and Acts. Also, for teacher's professional development activities.
TSC	Authority for teacher license, selection and promotion.
Ministry of social development	Implementation, monitoring and coordination authority. (Constitution 2015, annexure 9)
DEDCU	Having long experience, supporting to local governments and future possibilities of existence of the agency
Municipality (local government)	Municipality is responsible for secondary education (constitution, 2015).
Schools	Ultimate platform for testing and gardening all policies, acts. Implementing body.

Individual respondent selection

I purposively sampled the informants and considered different perspectives of selection in this research. Individuals are covered from different unit, level and

perspective in this research. It means research individuals are from local level, province level and federal level. Also, policy makers, coordinators, implementers and monitors are equally selected. The coverage of stakeholders is as wider as possible. I tried to reach up to all level of stakeholders. I reached to students and parents at the rural community schools and I started climbing stairs up and up and it stopped when I completed my meetings with the secretary of respective ministry and the high-level education commission members. The period of meetings and interview with the informants went very crazy, interesting and mixed up of happiness and disappointing also. Basically, appointments went very hard with some of the informants but meetings went well with everyone. They were curious to share their ideas for the betterment of teacher management in the federal system.

Rapport building

According to researchers Tickle-Degnen and Rosenthal (n.d.), when there is a need of strong rapport between researcher and informants then mutual attentiveness, positivity and coordination are possible. The data or information is the product of these three things. They also emphasized the ideas of building better rapport as well as the importance of rapport in research work. With the ideas of rapport, head teacher from each school and information officer in each government office were followed for the better preparation and appointments with the respective persons. Head teachers in the schools played very important role by opening their schools, providing teachers for FGDs, considering time for interview, and providing a warm welcome in the schools. Head teachers played a role of coordination and facilitation which is thankful to collect proper information from the informants at the school level.

I was aware of informing all informants (KII) about the research objectives, participants' role and the purpose of data collection. Also, it was ensured that each KII has right to withdraw his/her information before submission or there is no obligation to speak in the meeting, interview or in the FGD. USAID (1996) suggests that skills for interviewing played a useful role in this research. Researcher follows both types of record keeping system during the interview and FGD meetings. A written note updates as it is possible, and also voice record is followed. All of the KII agreed to be recorded which I could recall during the time of data transcribing, data analysis and interpretation time.

Research Tools

I developed the questionnaire which was internally blended with one another. For example, I asked informants about teacher recruitment practices and their experience in the present. Also, there were supplementary questions about their good suggestions for the teacher recruitment in the Federal system of Nepal. I covered all components of teacher management in this pattern and it became easier to analyze and interpret.

Both closed and open-ended questionnaire were used in the research. Quantitative data were collected from closed questionnaire; whereas qualitative data were collected from open ended questions. These two different types of question models had own characters to open up dialogues with the informants. Sometimes, the closed answer questions were used as an ice-break. Informants found relax at the point. Also, informants found relax in explaining their ideas and experience as long as it. The details of each tool are as follows:

Survey

Glasow (2005) cites that survey plays three important roles in research. First survey is quantitative and it covers specific aspects of given population. Second, survey reaches up to individuals and it is subjective information. And third, survey findings are easy to generalize because of firsthand information (Kraemer, 1991). Glasow (2005) adds ideas from Levy and Lemeshow (1999) that survey requires two steps process. First, develop a sampling plan, and second, is to obtaining population estimates from the sample data.

Following the research ideas mentioned above, sample plan was developed to conduct the survey. Before starting the survey, a piloting of survey questionnaire was completed in the close community in Kathmandu. Survey respondents gave some meaningful suggestions like; developing questionnaire in Nepali and simple Nepali words, using right words about teacher management according to their practice etc. Based on feedback from the pilot survey the questionnaire was improved and then the final survey was conducted. Survey was limited in core components rather than salient. The open-ended questions were asked to find out the response on salient components.

It was tried to cover more people as it is possible and to reach up to all stakeholders to capture their ideas and experiences. I had distributed 560 questionnaires to different 11 districts and returned back 541 copies. Among that I analyzed the data of 500 respondents because they had answered all questions in the survey form and their answers were as accordance to the questions.

Interviews

According to Lynch Associates (1996), interviews are important to share interviewee's past experience. Since, it requires a motivational, elaborative and encouraging open questions, respondent must know the background of the study or question or what is being asked to her or him. And what is expected to answer or to share with the researcher. Lynch and associates suggest asking only one question at a time about any specific topic and giving reluctant time to interviewee to answer (ibid) is quite important. They also suggest to follow the sequence like first, ask permission, then factual, feeling and magic wand questions (ibid). Here, the magic or dram questions take the interviewee out from the box and encourage to think beyond the present task, situation, position etc. So, I was aware of the situation whether respondent was motivated and encouraged to share on questions or not.

According to the nature of research, interviews were conducted with KII (teachers, head teachers, policy makers, teacher union, local government authorities and district level unit of the government), and I used structured open-ended questions. A sincere dealing with the interviewee was maintained like; their time was requested in advance and the objective of meeting was clearly shared with them. It was helpful that they had time to gather ideas and mind make up about the context. Also, they were requested about the sincerity during the interview time and their focus on. It was very hard to manage time with the high-level political personals and government bureaucrats. But whenever they agreed to sit for sharing and interview, they shared their ideas without disturbance.

Focus Group Discussion (FGD)

Silajdzic (2018) has explained that FGD is important either before the quantitative data collection or after the quantitative data collection. FGD supports to justify the quantitative data or it helps to prepare ground for the quantitative data (Catholic Relief Services [CRS], 2018). Participants for FGD were selected randomly in large schools. Eighty to ninety percentages of data are covered by two to three FGDs in the same title (ibid). Silajdzic raises the concern about influence of place/location of FGD, gender, age, nationality and religion affiliation during the FGD.

Considering common principles of FGD as it mentioned above, five FGDs were conducted among the teachers, and students. Homogenous groups for FGD were followed because to explore their feelings and ideas openly. It went comfortable sharing because there was not fear of hierarchy and supervisors.

Six to eight participants from the same KII group were involved in the FGD and they were requested to share their ideas and experiences in the same question. The questioning approach was followed according to interview like permission, clarification of objectives, factual questions, feeling base questions, and magic/dream questions at last (Lynch, 1996). I found that FGDs with the teachers were very interesting and they had endless feelings, issues, and experiences to share. In some cases, it was hard to limit them and to ask question to another participant because s/he had endless ideas, bitter feelings and suggestions to share.

Documents study

According to Bowen (2009), document study is a revisit of work and a secondary source for evaluation of work. He says that document study provides a means of tracking

change and development of organization or program. At the same time, document study is useful to verify the findings or find out evidences from other sources (ibid). Document study worked as a source of secondary data in research.

For this purpose, I visited schools, district education development and coordination office, social development ministry in the provinces, MoEST, TSC and education review office in the center and collected flash reports, education Act, regulations, policy documents and directives, research reports and evaluation reports. Also, I downloaded some of the documents from websites of the respective organization.

In this purpose, schools shared me meaningful documents (advertisement, SMC minutes, policy provision) of the hiring system of temporary teachers in the schools, the transfer system, teacher selection for training process and documentation, and the teacher records for the retirement. The central, province and local level agencies like; MoEST, province government, municipality and TSC provided the policy documents and cumulative records which became meaningful resources for this research.

Data Collection Process and Analysis

According to Kristjansson, Sigfusdottir, Sigfussion, and Allegrante (2013), collecting reliable, valid and surveillance data is not easy task. It is more challenging because of key informants, resources and circumstances in the field. They suggest that researchers must follow a specific framework or steps of data collection to avoid the possible risks and hazards. They have listed common ten steps to capture the data successfully.

These are: approval from the institution, determine eligible schools and sample size, pre-study notification to the head teacher or research representative in the

school/institution, lobbying for community participation, secure support of head teacher , identify key informants in the schools, prepare research materials properly for each event in the field, supply research materials to each research school in advance, follow up of events and finally provide letter of appreciation for participating.

The ideas above from Kristjansson and team made me more aware of the challenges of data collection. Initially I was afraid with the whole preparation and system. Because KII are from different levels; they are so busy persons and not easy to take their time, also political persons hardly could manage the time in my expected, etc. I decided to prepare the set of all materials and organized properly. Then I went to the graduate School of Education at Tribhuwan University where I was registered and I asked for authorized letter which could support me while managing my interview meeting with different agencies, political persons and others concerned. The idea of having a letter made me easier and also the whole set of preparation helped to complete all tasks timely.

I myself conducted all FGDs and interviews with the key informants but the survey for quantitative data was conducted by the help of research assistants. Soft copy of questionnaire was sent in them and then they conducted the survey. Finally, they sent the copies back to me either scanned or hard copy directly.

Similarly, I provided a detail and clear communication in written form to the high-level officials. A professional dealing and clearly defining the importance of this research were other assets for me. As I started to explain the importance of teacher management in federal Nepal, many informants paid their curiosity and expressed their readiness to share their ideas with me.

The details of data collection went as follows.

Qualitative information collection

Qualitative data was the main focus in this research. So that I tried to follow all tools of data collection. I started with interviews, FGD, and their immediate record each and every day. I used the media sources basically education portal like; *Edukhabar*, *Edupatra*, *Martin Chautary* and other national level media houses. Television, radio, *Kantipur* daily and other main stream media were visited time and again. I followed the speeches and press meets of dignitaries in regard to the issues related to teaching, teacher management and school education. It was crucial in order to explore how they view and make standpoint in the issues concerned. Similarly, I followed the secondary sources of data like; government websites, publications, school records and municipality records.

Quantitative data collection

It is often said that quantitative information is more important to validate qualitative findings. Since, I tried to cover more stakeholders as it was possible, I collected information from the informants of different geographical locations. Therefore, I reached eleven districts (Bhojpur, Rautahat, Makawanpur, Syangja, Banke, Surkhet, Dailekh, Rukum, Salyan, Kathmandu and Bhaktapur). I had plan to cover all seven provinces but here the province far west left. I am unable to find a research assistant who can visit the area. I followed people in an informal way and I asked to share their opinions about teacher management in federal system of Nepal. My primary focus remained to explore the opinion of all stakeholders that include municipality officials, school management committee members, parents, community people, journalists, development workers and educators.

The questionnaire was developed according to major components of teacher management (license, selection, recruitment, deployment, enabling, monitoring and supervision, evaluation, promotion, retirement and post retirement opportunities). Questionnaire based on multiple choice items were developed and implemented in this regard. Similarly, the government documents were also collected as secondary data. The number of teachers, schools, teacher posts and categories of teachers in the schools were collected from the MOEST, CEHRD, municipality and school records and their publications.

Data analysis

In order to analyze the data, I followed the convergent parallel method in this research. According to Demir and Pesmik (2018), convergent method starts together in the period of data collection and then information integration at the time of analysis. Then there is no separate identity of quantitative or qualitative information. Thus, it was realized that this method contributes better to understand the issues, and analyze and present them accordingly. According to the idea of this method, data collection, analysis and integration went together as it is described in the following framework (Kriss & Graham, 2016). In doing so I was aware that qualitative method ensures crosschecking of the information with the quantitative data (Johnson & Onwuegbuzi, 2004) to get satisfactory results.

According to Luff and Lacey (2009), there are varieties of words, information, number and abstracts captured during the interviews, FGD, observations and document study. So, the mass of word needs to be summarized and described according to the themes and categories. Data analysis is easier in quantitative research because it is

possible to apply any software like SPSS. In qualitative research, data analysis requires a logical framing. Since, there are no “quick fix” techniques in the qualitative research to analyze the data (ibid), I applied a number of approaches to analyze the data collected from the field.

To analyze the data in a systematic way, Luff and Lacey suggest a sequence or a framework. The first step before the analysis of data is to gather and make sure that all data is collected and gathered as it was planned (ibid).

I followed the stepwise processes of data analysis in this research. First it was ensured that all the data were collected. Second, I revisited the data collection processes and plans. Then it followed the review of the data, data grouping, coding, and finally categorizing patterning and thematizing as per the research objectives I had set in this research. The details of data analysis I followed is as follows.

Data familiarize

I spent some days with data review. Reading and listening of collected data remained a very important step in order to get familiar with the data myself. It made me sure that the intended data is collected. The confirmation about all data encouraged me to move forward for coding and recoding.

Data transcription of recorded materials

Before indexing, I thoroughly listened to and transcribed the recorded data and field notes. This was difficult task for me because the recorded data was not easy to track according to the objectives. The notes prepared during the interview and FGD time were easy to group. After transcription, I felt it was easier to group the whole data according to the objectives.

Data indexing

According to Hassan, Habbal and Abdullahi (2015), there are more than half dozens of indexing methods and these are different as per the nature of data. Mostly B-tree, R-tree, X-tree, LSI, HMM, GIN, GiST and Hash are in practice (Hassan, Habbal & Abdullahi, 2015). Among these different strategies, I followed the B-tree because it is easier to index long and multimedia data (ibid). At the same time, I applied R-tree strategy to cover the different dimension of the data.

This step of data analysis was easier because I had developed a framework according to the objectives of the research, and also followed the B-tree strategy. Also, data from interview and FGD were clustered according to the objectives every evening of the same day. Since data indexing was easier according to objectives and also sub-titles of the same objectives. For example, the first objective of the research is concerned with recruitment, deployment, enabling, evaluation, retirement and other components. Therefore, I gathered all data related to these components under this group. The similar process was pursued for other objectives as well.

Management of sensitive data

This is small but very important and influencing factor in research (Luff & Lacey, 2009). Sometimes interviewee explains very sensitive data, their tongue slip, talk emotionally and data is multiplier meaningful (ibid). I took this part of data analysis very sincerely and I read the collected data again and again.

Presentation of quantitative data

According to Stabina (2005), use of tables in data analysis is very old practice. Yet, tables are useful to analyze the data in quantitative research method. He also

explains that graph is recent and most influencing in data analysis. Graphs can be used differently based on the character of data like bar graph, pie graph and line graph (ibid).

I followed three ways to present data. I decided to go with table, bar graphs and pie graphs. I found smaller differences in data and applied different forms of presentation. The limited quantitative data concerned with teacher recruitment, transfer authority, and license were presented in bar graphs. Stabina mentioned that bar graphs can present two and more than two variables in the same time (Bigwood & Spore, 2003).

Stabina again mentions that bar graphs are important or more useful to display changes over time, comparisons, deviations, parts of the whole, rankings and time series (Tuft, 2001). Therefore, I used this idea to present teacher qualifications, categories and their perspectives towards the education policy and teacher management. I reviewed all forms or questionnaire used in survey. I ensured that these re written properly and all data mentioned in these forms is presentable. Then I clustered the data according to the question numbers given in the form. It gave me a kind of ideas for the further presentation. Then I clustered all data according to the objectives so that it made me easier to frame in with in the chapter. Finally, I presented data according to teacher management components. My ideas to present data in different forms so that I used bar graph mostly and then pie graph. Normally I used tables to present simple data in percentage.

Data coding according to theme

I followed data coding according to theme and objectives first. Moreover, I focused on the components of teacher management while coding the received data. I followed both numerical and textual coding in this research. There were eight core

components so that I grouped each and every but all salient components were grouped in one. Basically, I felt easier to use first letter of theme as a code.

Mapping and interpretation of data

Luff and Lacey mentioned that this stage is very important to shape the research writing (Ritchie & Spencer, 1994). It is the time to search patterns, associations, concepts and explanations of the collected data (Luff & Lacey, 2009). In qualitative research, it is time to define concepts, making strategies, to map the range and nature of phenomenon of data. I found this stage as difficult in some cases when the data is explaining two or more meaning at the same time. Also, it was hard to guess the reality of each and every respondent reported. One example, sometimes they were using short reply which means they are not satisfy or satisfy with their roles and facilities. When I asked the follow up questions to dig out the reality from their mouth then the reason of what they are saying found different in some cases. Since I had taken long time in interview and FGDs to ensure the fact from their own words. It was difficult to interpret the respondents' ideas about teacher selection and recruitment at the same time because they had the same kind of information about permanent and temporary recruitment.

Validity and reliability assurance

Any research findings are important based on the reliability and validity of findings (Luff & Lacey, 2009). In qualitative research, validity and reliability depend on the method. There are different approaches to present reliability and validity in quantitative and qualitative research. Qualitative research can follow data triangulation and respondent validation to show the robustness of data analysis process (ibid).

Similarly, validity questions about interpretation of data. Why readers need to trust the explanation or findings given in the research report? These are some of the curious parts of any research and in this research also. Since, I followed some specific strategies to produce more validated report. Mainly, results are fully aligned with the research design and approach of analysis is the first thing to consider in the research. Second, consistency of findings was checked by involving more than two persons in the research. Third, the degree of presentation of different views like negative and positive towards the research objectives maintained carefully. Finally, I tried to present original data like direct quote and other evidences in this research.

I tried to ensure the validity and reliability by producing research report in line with the theory explained above in chapter two. Basically, qualitative information was analyzed according to the McKinsey strategic theory with 7S tools like; the structure, system of the organizations, strategy of mobilizing teacher staff, shared values of school, skills with teacher, and style of management. Quantitative data was followed by bureaucratic theory of management. Quantitative data was analyzed with the SPSS system of data analysis which is more reliable and presents validity (Puteh & Ong, 2017). The coherence information from the field study and the theoretical set values validated the research findings. The theoretical and other literature reviews are considered in discussions of findings.

Data triangulation

According to Honorene (2017), better understanding about triangulation in research increases the level of validity of research findings. He explains that following different sources of data for the same purpose and a comparative study of data from

different sources helps to come to reliable conclusion. Multiple theoretical perspectives of data collection, multiple breaking points of collected data, comparison with the similar research findings and data collection by multiple researchers help to increase validity and consistency of research (ibid).

I did triangulation of field findings with theoretical perspectives and policy provisions. The Maslow's theory of basic needs and Herbert Spencer's theory of behaviorist are aligned with the Max Weber's bureaucratic theory (chapter 2). The 7S McKinsey theory is also covered in the theoretical framework to shape the components of teacher management. Finally, field findings or information are triangulated with the policy, international practices and theory to increase the level of validation.

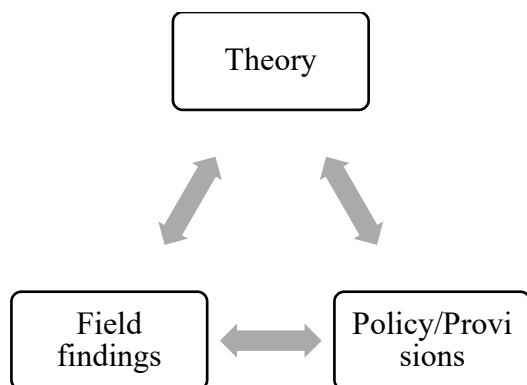


Figure 5: Data triangulation

Honorene cites Denzin (1978) and Patton (1999) that there are four types of data triangulation methods so that researcher can apply any single or more than one of triangulation way. The high possibility of data triangulation increases the quality of research and it is more trustworthy (ibid). Denzin and Patton suggest that methodological triangulation, triangulation of sources, analyst triangulation or theoretical triangulation are equally important and reduce the errors in the research process and data. They explain that researchers need to follow triangulation with source of data and analyst even s/he

cannot go with the theoretical and methodological triangulations. Simply, if more than one person involve in the data analysis reduces the errors and increase the level of consistency (ibid).

Denscombe (1999) focuses on methodological triangulation and explains, there is none of the method superior than other but the important is the methodological appropriateness with the research nature and character. He also adds the single method cannot be sufficient to complete and to ensure the truth values of the research (ibid). The ongoing methods like; interview, document study, observation and survey are still worthy in research but need to apply more than one method based on research character.

I found all these four ideas of triangulation important in my research work, I found triangulation based on the source of data and analysis first. I followed the primary and secondary sources, reports of private and the government sources, the analysis report of government policy documents by independent analyst.

Finally, I triangulated the methods at first so that the field data became easy to be triangulated. Qualitative information and quantitative data collected from the field was triangulated first. During the coding and grouping I tried both data matching either it justifies or rejects. Then the same process I followed in data analysis and finally in interpretation. It supported the findings are more reliable and validate.

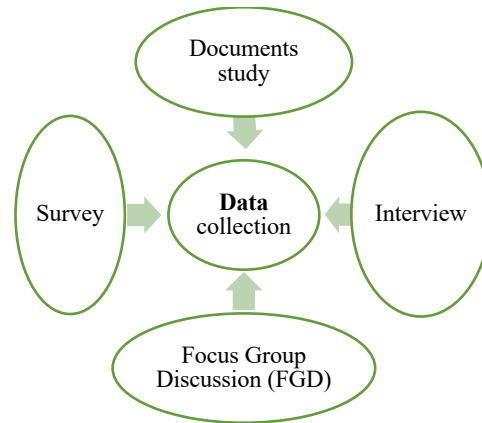


Figure 6: Model of data collection

In the above figure, the first level of triangulation started with data collection. I followed four different ways i.e. interviews, FGD, survey and document study to collect information in the same question or same theme. The close relationship with one another is also a kind of validation of information.

Data interpretation

As it is explained in the paragraph above, Luff and Lacey say that this stage is very important to shape the research writing (Ritchie & Spencer, 1994). It is the time to search patterns, associations, concepts and explanations of the collected data (Luff & Lacey, 2009). I studied all raw data collected from the field and I clustered them first. My focus was to cluster according to research objectives and the components of teacher management. The clustering according to teacher management components and objectives gave me an idea of interpretation and presentation.

Watling and James (2012), explained the spiral way of data interpretation and they suggested that the collected data must be explained in a linear way. Here, I was convinced with Watling and James' idea and I interpreted the qualitative data based on respondents' quotes and their gist of statement. I used direct quotes of respondents so that

it became easier to interpret their ideas and to link with the research topic. These quotes and statements collected during the interviews and FGD helped to shape my research in a right frame.

Similarly, I interpreted quantitative data with the figures and numerical presentation in the paper. Bar graphs, pie charts and tables are used to interpret the data in a right form of the research. Bar graph found more useful and easier to present the respondent's ideas. Also, I found bar graph is easy to understand to the readers so that the presentation of survey output is led by the bar graphs. Like; teacher motivation according to McKinsey 7S theory and teachers' expectations about their facilities and the government policy of teacher support are interrelated factors. Teachers want regular support and external exposure for professional development. Teacher training policy recommends limited quotas for a school in a year but the 7S theory explains about supports on the spot. The new framework of teacher management is guided by common point of such triangular factors for the easy implementation.

Ethical Consideration in Research

Ethical consideration is an important process in research (Thammitiagodage, n.d.). He suggests that there are eight areas to be sincere about the ethical point like; scientific values and validity, fair selection of participants, respect to participants, sponsoring, vulnerability, risks and benefit assessment, community base study and clinical traits (ibid).

Falsification and fabrication are possible ethical issues in research (Akaranga & Makau, 2016). Researchers sometime create, invent or prepare fake news during the data analysis period. They also talk about plagiarism that researchers copy words and ideas

from any other writers but they do not acknowledge them. Taking ideas from any book, article and or from any writer either direct words or ideas must be acknowledged (Kour, 2014; Mugenda, 2003).

Akaranga and Makau (2016) emphasize research ethics follows in a research process to develop harmony among the research team and informants. It means, cooperation and coordination among different people, group and institution is important. Also, trusts, mutual respects, accountability and fairness are key factors to follow during the research.

For this purpose, I followed the idea of developing a research guideline and orient to all team members clearly (see appendices). I prepared a checklist of "Dos and Don'ts" in gist and followed it. These two things were put in top priority during the research. In this case I saw the possibility of ideas and words copying without citation and acknowledgement. To avoid this possibility of plagiarism, I sat with an empty paper and listed out the points of plagiarism during my writing (Tripathi and Kumar 2009).

Similarly, I was aware about the informants' respect, confidentiality, transparent, consent, and privacy of respondents and their culture. Not only about the respondents and information creation process, but the ethical consideration while making sample selection is equally important. At this point, I knew that researcher can go with his/her comfort zone during the sample selection process. So, I developed a checklist for the individual objective which requires the quality of respondents or informants. I followed the same criteria to select the right institution and informants.

Another idea I clearly stated the research purpose at first to reduce ethical issues so that they prepare themselves and become ready for the interview. This idea worked

better because all informants were presented clearly and constantly. Selected schools, respondents and research team members were all made familiar with my research purpose, process and the sharing of findings at the end. Disclosure of research findings is obvious. Language of respondents, information provided by the respondents and hospitality offered by the sample schools were highly valued. If the language is not clear and it is needed to be modified then prior consent was taken in few cases. Even I had a formal letter from the Graduate School of Education of my university and other consent papers for informants. Following all these, I found very humble participation of my informants during survey, interview and FGD.

My other priority was a consent letter and its content. I prepared a very concrete consent letter for all respondents and institutions. Basically, I was conscious about the language and words in the letter. In my idea, this letter is a reflection of my knowledge, attitude and behavior regarding the research. I clearly explained the objectives of the research, process of data analysis and report dissemination very clearly. Also, the way of approaching the respondents was very kind in words and respectful. Respondents were told to have an opportunity of reading final report and their original narratives.

One more important part of ethics is whether respondents are allowed to ask questions about the research or not. It means this kind of environment creates open and curious environment of discussion and respondents share their ideas openly in depth as they know. I realized the importance of it and I opened the opportunity of asking questions to researcher. Not all but some respondents asked about my background, about the further implementation of research findings and also my version about research questions. Sometimes, it went very interesting dialogues with the respondents.

For reference, I followed APA Style (6th edition). I tried to cite sources accordingly. Original source of knowledge and information were duly acknowledged.

Finally, I decided to access of reading the final report for the interested informants and research participants. In this regard, I surely included in the library system both electronic and hard copy.

CHAPTER IV

Teacher Management Policies and Practices

This chapter answers the first objective that is policy and practices of teacher management in Federal system of Nepal. In this objective, I explain the policies and practices related to licensing, selection, recruitment, transfer, professional development, monitoring and supervision, evaluation, promotion, teacher retirement and satisfaction. Also, I mention about the salient components of teacher management. These are job induction, organizational orientation, exposure, backstopping and post retirement opportunities. In doing so, I will present the strong points first and then, I will show the gaps in the policy provisions. Finally, I will display the field practices. The field practices are presented, analyzed and interpreted directly. The theoretical and previous research findings are discussed together in the discussions of findings in Chapter 8.

I found some provisions in policies or guiding documents about the teacher management. This provision is available in Nepal's federal constitution (2015). This policy has clearly defined that local government is a responsible body for teacher management up to secondary level in appendices 8. Also, it has declared that the alternative possibility of shared role between province and local government in appendices 9. According to appendices 9, federal government declared the education policy where provincial government is responsible to manage the teachers. The provincial policy also clarifies that province makes decisions for service, facilities and record of teachers. It is mentioned in article 11.2.4. The same article also declares the role of province to lead the professional development of teachers.

In policy article no 11.3.2, it is said that local government is responsible for the overall decisions about basic education. Also, article 11.3.15 clarifies that local government is responsible for redeployment of teacher posts based on the national standards. Based on those provisions, local governments have developed education Acts and rules. They are practicing their own Act. and rules to manage the teacher. Province government is also preparing education policy about teacher management where they have explained teacher selection by the province level public service commission (Proposed copy of policy of Bagmati province, 2020). The Education Training Centers (ETC) that was under the federal government has been transferred to the province as academic training centers to run the professional development trainings for teachers.

Similarly, Teacher Service Commission (TSC) is recognized as independent institution to run the three components of teacher management viz., teaching license, teacher selection and promotion (TSC, 2001). TSC runs its program in coordination with the CEHRD. Chapter three of the TSC rule explains clearly about teaching license and selection provision. Chapter four explains about the promotion (ibid). It is clearly mentioned in chapter three, article no 7 and 8 that TSC selects and recommends permanent teachers in the CEHRD approved posts.

As the federal and province education Acts are not issued yet, the Education Act 1971 and education rule 2003 are in existence. In this sense it can be called as transitional phase because the existing Act and rule are active and they clarify the role of school management committee and District Education Development and Coordination Unit (DEDCU) that they are responsible to recruit the temporary teachers in the vacant posts.

It is mentioned in article 97 of education rule 2003. The same article explains about transfer, monitoring and professional development of teachers.

Despite the strengths discussed above, there are some gaps in policy provision about teacher management. Particularly, these gaps are seen during the implementation where by stakeholders are facing difficulties. In the existing education act and rule, there is a long process of teacher recruitment which resulted the teacher unavailability in school. For example, TSC rule/regulation (2001) article no 8.1, 2 and 3 explain that DEDCU needs to report vacant post of teacher to CEHRD in every month. Then CEHRD needs a specific list of vacant posts within two months. After that TSC starts the process for the permanent teacher selection which may take at least six months. This situation has created the lack of teachers in classroom. Sharma (2019) explains that there are 3071 schools without single teacher post, 7430 schools are running with a single teacher post and 7560 schools have only two teacher posts (MoEST, 2019). He focuses the teaching and learning process in those schools is not regular and effective because of teacher shortages (ibid). The poor achievement of students might have the effect of the lack of teachers. The process delay in selection increases the classroom hampers.

Similarly, article 99.1 and 2 of education rule (2003) explains about teacher transfer form one school to the other. It is mentioned there that teachers' need, interest and mutual transfer can be done by the local government. But there is no provision of DEDCU's authority in any of its articles for redeployment and teacher transfer based on the work performance. Gaps like this in the policies are hurdle to perform better and to give better results.

In the federal education policies, gap started with a debate about executive role of provincial and local government. Local government claims its right on the basis of annex 8 and some province stands on annex 9 of the constitution. Annex 8 explains the executive right of teacher management in local government, whereas annex 9 explains the joint authority of federal, province and local governments. In this constitutional chaotic situation, the federal government followed the annex 9 rather than 8 in issuing the education policy (2019) and newly drafted act. This indicates that the federal government wants to cut down the constitutently granted rights to the local government. It also aims to transfer the rights of the local government to the provincial government. For example, the newly drafted Federal Education Act explains that the teacher transfer, deputation, promotion and departmental actions will be carried out by the province government so that teachers will be obedient and accountable to province. It means teacher recruitment and transfer will take again a long time and is hard to redeployment and transfer on time.

Here I followed FGD (5), interviews (21) and survey (among 500 respondents) to meet the objectives of this research. I used questionnaire and guidelines to follow the proper way of data collection. Similarly, my focus was on qualitative information with few quantitative data to filter the data properly, or to achieve fact regarding the issues. Objective wise data separation, screening, revisiting the raw data, and assuring with the respondents were main process of data analysis. Triangulation of data was another main activity during the data processing. Interpretation followed based on research issues, previous findings and the possibilities.

Authority in Teacher Recruitment and Transfer

In
line with the
discussion
above, I had
conducted a
survey with
500
stakeholders

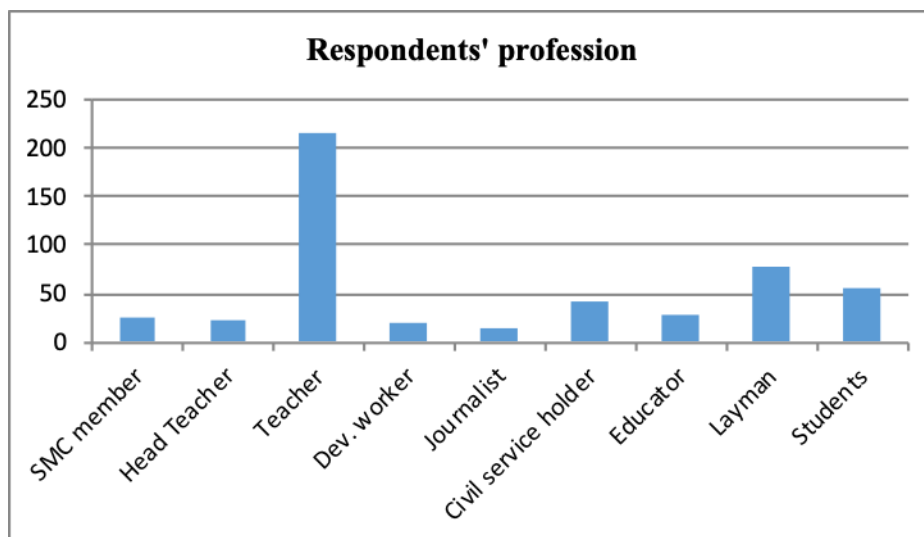


Figure 7: Survey respondents according to profession of school education.

These stakeholders were active and interested and teachers participated more. They were 215. Parents were the second largest group of informants. Journalists, civil service holders, educators, development partners and school management committee were also participating there (Figure 1). The table below displays the result of my study on teacher recruitment and transfer of authority.

Table 9: *Expected governance for teacher recruitment and transfer*

Respondents	Recruitment			Transfer		
	Federal	Province	Local	Federal	Province	Local
Teachers	33.6%	7.4%	1.8%	37.2%	2%	3.8%
Head teachers	1%	1.8%	1.4%	2.4%	1%	0.8%
SMC members	1.2%	0.4%	3.4%	-	1.4%	3.6%
Development partners	-	-	4.2%	-	2	3.8%
Civil service people	2.6%	3.8%	1.8%	3.2%	1%	4.2%
Journalist	0.6%	1%	1.4%	-	1.2%	1.8%
Educators	-	2.2%	3.2%	-	1%	4.2%
Politicians	3.8%	2.6%	9.2%	3.4%	1.8%	10.6%
Students	0.6%	2%	8.4%	0.4%	1.2%	9.4%

The table above shows that still Federal government is trusted for both components: recruitment and transfer. Few respondents trusted to the province and the second largest number preferred to the local government. Teachers prefer the continuity of recruitment and transfer from the center. The table also shows that development partners, journalists, educators, politicians and students are focusing on local government.

This study came to the understanding that there is no difference in responses by sex (male and female teachers), hill and *tarai* or valley but only the difference was observed according to the profession of the respondents hold. Teachers and government officers seemed worried about losing power and also not trusting to the local government. Therefore, they are focusing on federal government. Other stakeholders listed in the table

are focusing on local government. The reason behind is closed monitoring and support by the local government.

As there is a delay in the new education policy and Act and rule of all three tiers, there is more attraction towards the federal government because people were not sure and trusting with the province and local government. Also, there are more teacher respondents from the existing system and they do more trust to the federal government. But the temporary teachers preferred to the local government because they had more hope to be permanent easily.

The qualitative information I obtained from interviews and FGDs support quantitative information discussed. A Ward Chairperson of Dullu municipality represents among a few respondents who advocated for teachers' recruitment and transfer in the local government. In his words,

“.....responsibility to province is not a solution. It is just one step like; *ollo gharko nare pallo ghar sare* (problem from this house to next house), and it is not solution. Province has no well set up and resource so that teacher management will be worse for another few years. Education quality may be bad. (KII, chairperson, Krishna BS, Dullu municipality)”

In the words of the ward chairperson, teacher management responsibility to province is not a solution and teachers may have a space to play and excuses. Also, it will take long time to manage the teachers in the vacant posts. As it takes a long time, daily schedule of students will be hampered. Teachers may not accept the monitoring and supervision of the local government.

In this sense, ward chairperson prefers to give teacher management responsibility to the local level government. Ideally, the idea of the ward chairperson is right in a sense that the local government is closest to the schools. It helps for the effective management and better output of teachers. But the policy documents such as Act (1971) and policy (2019) are silent about the temporary and contract teacher recruitment in other teacher posts: they are focused on permanent position of the teachers. But the newly drafted education policy describes that province and local government can create teacher posts if the permanent posts are not enough in the schools. But what will be the tenure of these teachers are not clearly mentioned there. Because of it, increase the teacher categories again and again challenges the proper teacher management.

The quantitative data presents the mixed scenario about categories of the teachers. I had given four options of teacher categories, where 43% respondents preferred only two types of teachers. Similarly, 26% respondents suggested two categories: permanent and local government's teachers. Meanwhile, 21% voted for three categories and 10% for more categories as it needed.

Whereas 10% respondents followed the government provision which states that both the province and local governments can recruit the teachers and create the teacher posts. It means, there were more categories of teachers based on payment, time frame, funding source and recruitment authority. The analysis also shows that 43% respondents preferred only two categories - they were looking for stability and smoothly run of daily schedule of schools.

Head teachers, teachers, SMC members, laymen, development partners, journalists and students were involved in this survey. The sample population comprised a large number of teachers (215). Laymen (78) and students (55) were the second and third large groups. Other stakeholders, such as, the number of head teachers is 23 and journalists 15. In this survey, the number of teachers is influencing number and the height of graph decides on them. Here, head teachers and teachers are focusing on two

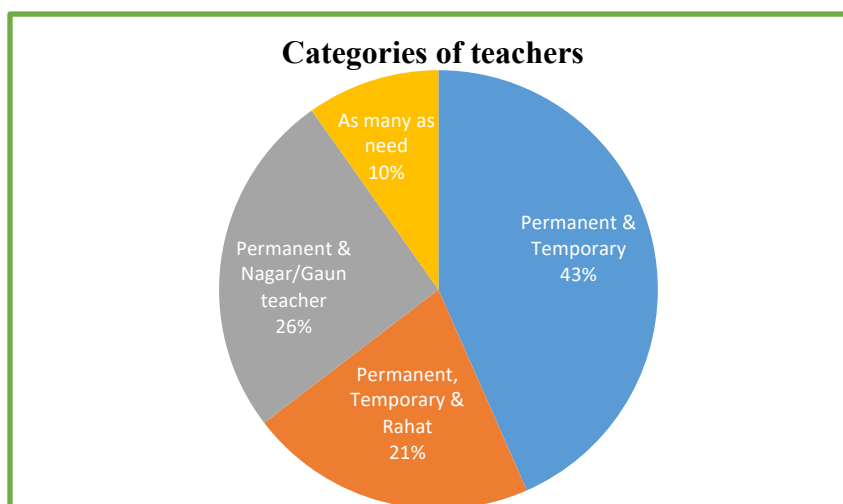


Figure 8: Respondents' views on categories of teachers

(permanent and temporary) only. It was because they are facing more issues in the schools. Similarly, some teachers and other stakeholders are

focusing on three categories including complementary (*rahat*). These respondents were also the teachers and they had a fear of quitting job so that they supported *rahat* post also. The second largest percentage (26%) is supporting two categories with permanent and Nagar/Rural government teachers. Mainly, the respondents such as journalists, development partners, political members, educators and political people supported two categories as such. Their idea was flexibility in number, local government's control, and management on the basis of the student number. It shows that there exist different standpoints according to the professions. In this regard, head teacher shared his frustration as follows,

...as there is provision of teacher recruitment by both province and local government, there may be more categories of teachers. Obviously, there will be more influence and the recruited teachers will be obedient towards the payer. Finally, all the burden fall upon the head teacher and team mobilization will be very hard. (KII, head teacher, Gamaudi)

Here, the head teacher is against the policy provision of recruiting teachers from province and local government differently. He believed that the various categories of teachers will be affiliated with their payers and they will have less focus on the daily schedule. By this provision, he said, creates both professional quality issues and daily managerial challenges. This shows that head teacher's idea is really in favor of the quality of education. He believes that the categories of teachers bring more opportunities of influences. The influenced teacher recruitment is a main cause of poor quality. His experience, as he claimed, is true in a sense that the temporarily recruited teachers do not see their future in the teaching profession, and they search other opportunities. It means they cannot focus on daily plan and even cannot give required time to the classes. Obviously, it is one of the main reasons of poor quality.

Authority for Teacher Licensing

In course of my field work, I found some positive and motivating results and also related issues and challenges. Let me begin with the positive and motivating results. As I found, the stakeholders such as a teacher regarded license program as the recognition of teacher and they have accepted it. Both qualitative and quantitative data are in the same line about teaching license,

Table 10: *Responses about teaching license*

Respondents	License examination authority at level by TSC			
	Federal 38	Province 150	District 292	Local 20
Teachers	2%	12.2%	28.8%	-
Head teachers	-	2.2%		-
SMC members	0.4%	1.4%	2%	1.2%
Development partners	-	2.4%	1.8%	-
Civil service people	0.8%	0.4%	7%	-
Journalist	0.6%	2.2%	0.2%	-
Educators	0.4%	2.6%	2.4%	
Politicians	2.6%	3.4%	8.2%	1.4%
Students	0.8%	3.2%	5.6%	1.4%

The table above shows that the large number of respondents (58.8%) support the existing authority or district level. Teachers, head teachers, politicians, development partners and civil service holders also support this authority. It was because of the reason that the candidates were not in need to move so far, groups will be small and is easy to manage and also cost effective to manage it. 30% respondents, the second largest group, preferred to province. It also comprised teachers, political members, educators and students mostly. They had the idea of new government. License examination, for them was more organized and systematic and hence the better candidates would be selected.

By the analysis of the field data, it seems that people are enjoying with the existing authority. They fear to shift in the newer levels of government. Some of the respondents expressed that federal government is new, and hence, they are supposed to opt federal government. Here, also my respondents are divided according to their profession. Most of teachers were preferring the existing practice in which they are used to from the beginning.

Both qualitative and quantitative data gave the same findings that license is highly important step to start the teaching profession, and TSC is an accepted institution for teacher selection. District coordination committee or TSC's direct involvement was the best authority to run the license tests for them. Teacher respondent shared, “.... *Pahile jo pani teacher vaidine, anikehi value nai nahune, ahile license vaye pachhi ali filter vayeko chha ra license huneko mahatwo pani chha* (KII, teacher, Gamaudi, Dullu). It means, license system has increased the value of teachers and candidates are filtered also. By increased value s/he meant community people and friends know him/her as a qualified person. S/he believed that TSC has maintained fairness in examination as it does standard tests for it. Similarly, a head teacher shared his experience, “Teachers selected by TSC are more capable and qualified even they are not able to perform better due the school environment and other factors (KII, head teacher)”

Likewise, teacher selection process by TSC is trusted by the candidates and also by other stakeholders. Temporary teacher selection at the local level is influenced more and hard to select a right candidate. So, it is less trusted comparing with the TSC process for teacher selection. He found that recognition and professional legacy and hence s/he seemed satisfied with it. Another teacher of Garuda municipality, Rautahat said that the recent system of teacher selection is far better because the selected teachers are comparatively capable and motivated for teaching. In a similar manner, the chairperson of the school management committee of a school observed reminisced his past experience and said that candidates used to come to him with their political and social connections to influence the teacher selection process. It was so with the then district coordination office as well. But after the TSC process, this burden has reduced the influence.

Issues Associated with Teacher Recruitment

In the field findings, there were some issues and challenges also. One of the schools, I found two teachers of Nepali and Social Studies subject in the secondary level. But there were no teachers at all for science and math. Upper basic level teacher was holding all classes of science and math in the secondary level. Head teacher himself was found not happy with the situation, and he said that people and politicians decided to recruit these teachers as they belonged to a specific political party and were available locally. TSC did not demand subject teachers for science and math for the schools which gave the local political leaders a chance to manipulate the rules for recruiting *aaphnu manchhe* (Nepotism) in the posts (Bista, 2005). It can be regarded as policy gap that the local leaders are able to change the subjects and influence in temporary teacher recruitment process, transfer, and selection for trainings.

School management committee chairperson of Panchakoshi Secondary School of Dullu municipality explained that no one tells for sending teachers to training and deputation. She is usually informed by others about it in the tea shop or any other gatherings.

One teacher shared, he was getting one fourth of allocated salary and that small amount of salary is not on time also. He added that there is enough number of teachers but the Chamunda Bindrasaini municipality has recruited two temporary teachers from local sources. Apart from this recruitment and the payment issue, the teacher raised another concern i.e. monitoring and supervision of teacher's work properly. This issue relates with school governance: who is entrusted for supervision and monitoring.

Respondents' Expectations for Teacher Management

The findings above suggest that there is a need of more clarity in policy document and teacher management. The gist of findings is given in the following table;

Table 11: *Respondents' expectations for teacher management*

Components	Entrusted authority	Policy provision	Practices and field findings from qualitative data	Findings from quantitative data
License	TSC	TSC sets, criteria, develops questions and conducts exam for basic and secondary level	Good impact and appreciated by teachers. Feeling a kind of recognition of profession. Also, filtration of candidates. Also, suggested for subject wise exams for both basic and secondary level.	Highly important 43.8% Important 39.4% Okay 10.8% and no need 6%. Province 74% Local 2.8% DEDCU 23.2%
Selection	TSC	Coordinates with MoEST/CEHRD, conducts exams for required posts, level, and subjects. Provides the final success list to MoEST/CEHRD	Acknowledged by teachers as fair and competitive. Appreciated by other stakeholders that they are not rushed and not forced by others. Suggested to run subject wise exams for lower basic also and frequent selection system in place.	Good –63.4% Okay –31.8% Not good – 2.6% NA – 2.2%
Recruitment and transfer	Policy - province	Province or Local or DEDCU	Teachers want the federal or province level	Federal–43.4% Pro – 21.2%

	Constit	recruits the	recruitment but other	Local – 25.6%
	ution –	selected teachers	prefer to local	SMC – 9.8%
	local	by the TSC	Also, few votes for	Transfer
	Act. -		DEDCU as a district	Federal–47.4%
	DEDCU		level coordinating office	Pro – 12.4%
				Local – 42.2%
Professional development	Policy –	Training from	This part is questionable.	Separate
	province	province level	Teacher themselves are	institute–49%
	Act. –	ETCs	not satisfy with the	Local –29.6%
	federal		results and training is not	Pro. – 13.8%
			in the classroom. They	School and
			said it is important but	Local – 7.6%
			need to think about	
			backstopping model.	
Evaluation	Provinc	Annual work	Teachers prefer the	Pro – 48.8%
Actions	e/Local	performance	existing by province and	Local – 30.6%
		review. Form	others said to stop it and	SMC – 12%
		filled up by	run by the local	Jointly – 8.6%
		teacher and	government	
		supervisors' body		
Promotion	TSC	Based on self-	Teachers found happy	A. result–36.6%
		filled up form and	with the existing system	NASA – 38.8%
		other records TSC	but others suggested the	Super – 13%
		decides	result-based promotion	HT – 6.2%
		promotions	of teachers.	NA – 5.4%
Retirement	Federal	Teachers retire -	The facilities and amount	Increase
satisfaction	/Local	on age bar or	of pension is agreed by	amount –28.6%
		voluntary,	the teachers but they are	Post retire
		accident, etc.	not happy with the	work – 6.4%
		Federal gov. is	lengthy process of	Easy service
		responsible for	<i>Kitabkhana</i> and	– 35.8%

		pension and other facilities	documentation. So they suggested the local level facilitation.	NA – 29.2%
Salient components	Federal /Province	Local government is responsible for monitoring and supervision	Teachers compare with civil jobs like job induction, exposures, institutional orientation but they do not have. So, they suggest to implement in teacher profession too.	

The table above explains the core and salient components of teacher management and their policy provisions as well as the field practices. It shows that policy documents have explained the core components of teacher management but they have not addressed well when tallied salient components. There are three lines about executive authority of different governments where more people are preferred the local government and then federal. Province is also taken as an option but it was preferred by a small number of respondents.

Regarding the core components, there are some gaps in the data obtained from qualitative and quantitative methods. As this study found, DEDCU is taken as important office to coordinate among the local governments in the district but there is another office from province government and the roles are similar. Also, the respondents suggested that DEDCU is a province representing office in the district. The table also shows that teacher license and selection are appreciated and trusted in the institution but, teacher recruitment, transfer and professional development are more debatable because of *aphnu*

manchhe's influences and thereby poor results. I now discuss the on component-wise policy provisions, gaps and field practices. -

a. Provision of teacher license

The education policy (2019) and the proposed education act (2020) have entrusted Teacher Service Commission (TSC) for License, selection and promotion under teacher management (TSC, 2001). By following the education policy, TSC will be expanded in all provinces of the country. But its structure and working modality are under discussion. The provision of teacher license under the TSC (2001) is acknowledged and appreciated by all respondents. But there are some differences on the test style and test authority.

There are mixed versions about the provision of teacher license. The first type of respondents said that license examination should be conducted at the province level. 58.4% among 500 respondents preferred that. As there are more participants

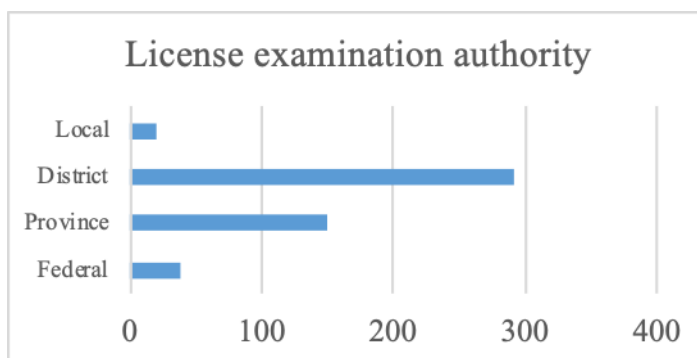


Figure 9: Teacher license authority

from teachers, they thought the existing authority is more relevant because of the easy access for everyone and cost effectiveness. They also thought that the district level becomes easier to manage. The, second large group of 30% respondents especially that comprised more political members, and less number of educators, teachers and civil serviceman voted for province. This idea they believed will reduces the cost for the government, and the cost can be taken to develop standardization of test examinations and apply them in assessing the quality of students.

Other two groups are small (7.6% for federal and 4% for local) and they look like two extremes of a rope. More students, political members and SMC members opted for federal government's involvement in teacher selection and recruitment. They believed that such exams yield more competent and capable candidates to be teachers. It means they look for quality teachers. Contrary to it, few political members, SMC member and students were not satisfied with the present situation, and they prefer the local government's control in the teacher selection process.

Similarly, respondents have different ideas about license renew provision of the government. A total of 53.6% rejected this idea, 9.6% preferred five years duration, 26% preferred seven years and 10.8% respondents claimed 10 years is perfect. The rejecting group of respondents was from teachers who were afraid to face the exam again. They had fear of failure in the license renew exam, time spend and expenses. They wanted safer rather than to be competitive and challenge facing. Very few respondents i.e., only 48 preferred the bound of five years. They were energetic teachers or they were from other stakeholders than the teachers, and they were mostly not satisfied with the teacher performance. Their idea was that these poor performing teachers will be replaced by the competent one so that the poor performing teachers will improve themselves also. Similarly, the “seven- and ten-years’ bond for promotion are easy way for poor performing teachers so that they do not realize their hard work for the better performance.

Despite these mixed versions, there is no debate about the authority of license execution. The importance of license is felt by the teacher respondents and also other stakeholders. In total respondents, 43.8% expressed high importance of license program, 39.4% reported it is as an important, 10.8% told okay, and only 6% respondents reacted

that it is not needed. Those thirty respondents were the possible candidates for the teaching job, and they might like to reduce one step to face. Also, those respondents were failure in license test or they had some bad experience with the behavior of the license holding teachers. This means the provision of teacher license is an accepted, appreciated and trusted component of teacher management, and yet it has some activities to be improved such as creation of frequent test opportunities and inclusion of practical and creative questions (writing proposal, daily plan etc.).

In the past, Teacher Service Commission used to work closely with the district education offices from 2003. But the district education office is no more in its existence. In this situation, a teacher respondent shared about the importance of TSC. He felt

".....if there is no TSC, no one count teachers and no more our job security also. Political leaders may change the rule according to their favor every time.
(KII teacher, Gamaudi, Dullu)"

The teacher, a senior grade student, and license holding teachers also suggested to conduct subject wise license exams for the teachers teaching at different levels of education such as pre basic, basic and secondary with practical tests. But the irony was that there is no difference between the license and non-license teacher performance (MoE, 2014). This result indicated that the process of teacher selection is well and good but it does not guarantee that these teachers will yield the better result in teaching.

b. Teacher selection and public trust

This is a core component of teacher management and well-addressed in all policy documents. Education Act (1971), rule (2003) and education policy (2019) have explained it clearly. Also, the TSC rule (2001) is clear about the selection process.

Also, it has few gaps in the policy documents. First, the selection duration of six months is long and it leads the schools in the situation of teachers unfulfilled. Second, the selection tests are based on more theoretical rather than practical and creative lessons.

TSC is the entrusted authority for permanent teacher selection (TSC, 2001). In present, TSC (2001) takes overall responsibility of teacher selection for the permanent posts. It works closely with the MOEST and CEHRD. DEDCU is responsible to collect all data and to submit MoEST timely. Also, DEDCU provides an appointment letter to the teachers selected from TSC.

Among survey respondents, 63.4% strongly supported the TSC teacher selection process. It means they are teachers; they passed the exam and they are enjoying their job.

Also, other than the teachers voted it because they are satisfied with the teachers' performance in the school. The third types of people are

those who used to involve

and rushed with many influences and it is free from any burden. Another large number group of 31.8% respondents agreed (good) with this selection process. They may be parents and students. They are not involved in the process and they do not mean the differences with the previous one. The last small group (2.6% respondents) disliked it and they were failed in those exams and rejected, or they were the ones who were not able to influence and to employee own candidates.

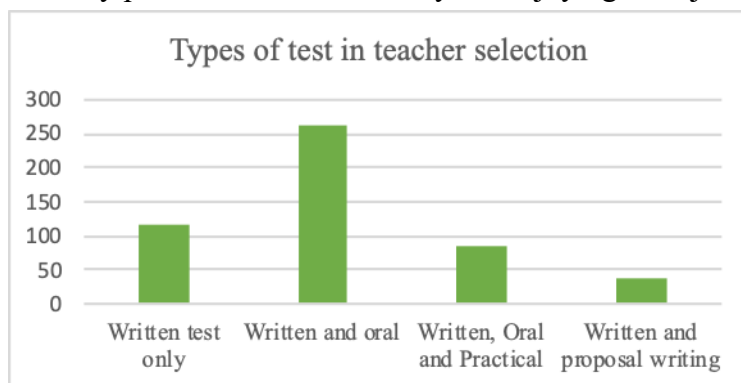


Figure 10: Teacher selection process

In interviews and FGD, respondents agreed with the TSC's role and teacher selection process. But they had some suggestions about the test style and the contents in the TSC test papers. A Head teacher shared,

"....padaunai nasaknelai rakher k garne, maile ta jahabat aayeko ho tehi firta pathaidiye. The head teacher meant that he sent the teacher back to the recruiting agency who could not teach well. As he was not able to perform in the classroom, head teacher sent him back to DEDCU (KII, head teacher, Nagarjun, Kathmandu)". He added.

It means there are gaps felt by the stakeholders so that the test system to be improved. In same line with the qualitative information, survey respondents expressed their ideas and they gave some new clues for changes. There are 52.2% respondents supporting the existing system of written and oral test. It means they were most of the teachers and familiar with it and also respondents who themselves were preparing for the teacher. So that they did not want changes on their way. Another large group of respondents reported only written test means they are preparing for teacher job or they did not see the difference between different test systems. There are two groups looking for radical changes. They were the group of 16.8% respondents which suggested for written, oral and practical classes for the final selection. And another group of 7.8% respondents gave very different and creative idea that teacher candidates need to write an open proposal after they pass the written test. I mean the last two groups are from development partners, journalists and educators. Their concern was to improve teacher's performance and enthusiasm. They wanted to see the creative writing in the system.

After the establishment of TSC, it played significant role in permanent teacher selection then there is more trust with the process and the institution. But temporary teacher selection is still more influenced by the politicians and not focused more on the quality.

“The power-driven teachers are not easy to mobilize in the schools (KII, head teacher, Gamaudi).”

“Teacher selection of various categories in the school level may or may not follow the national standards and selection process so that it is difficult to manage everyday problem in the school (KII head teacher, Suryabinayak, Bhaktapur).”

A head teacher explained that there are various categories of teachers recruited by different sources. Job security of those teachers, regular salary payment and other facilities are always the crucial problems. He added,

".....is one permanent, two *rahat*, one support staff, one ECD facilitator and one volunteer from a non-government organization in my school. I need to run six classes every day and I am frequently out of the school for different purposes. So, one or two classes are always free or no teachers in the class. Finally, everyone blames me about the poor performance of students. These other teachers have no ideas about multi grade teaching and they are not committed to take overall responsibility of school (KII, head teacher, Gamaudi, Dullu)".

These are the representative cases about the categories of teachers and their selection process in the schools. Also, it reflects the daily hurdles in the schools and the reasons of poor quality of education.

It is understood that the permanent teacher selection by TSC is trusted and appreciated by teacher and other stakeholders even there are drawbacks pushing this good work in the shadow like; test style, teacher gaps in the school etc. Another case raised is the burden of temporary teacher selection and teacher categories in the school.

c. Job induction and importance in career

According to Peloyahae (2005), entering to new job is stressful as well as more confusion about the system of organization and the daily activities to be carried out (Mabaso, 2012). Mabaso also cites Grobler, Warnich, Carrell, Elbert and Hartfield (2002) that induction program is important to integrate into the institution and work process with minimum difficulties if the induction program facilitates on details information and requirements about teaching and learning processes in the schools (ibid). They added that job induction program helps to other teachers who are working for long time in the field.

Though the name is different but job induction, career entry training or orientation program is important to all teachers and it is more important to newly recruited teachers. They are from different background like farming, shopkeeper, NGO jobs and others.

The Head teacher shared that the newly selected teachers have very little knowledge about the whole system of school and education. They just want to start their class with the students even they do not have enough ideas about the curriculum, daily schedule, workload, evaluation system, daily lesson plans etc. If the TSC or government send the teachers with good orientation and training then it would be easier for school. It would also be good of organizing such a training for the newly recruited teachers at the school. The head teacher added,

“.... sarkarle nagareko kam maile gare pani hune ho tara tyo pani sochiyen, khali samasya matra heriyo. It means, even the government is not doing job induction training; it would be better to do by the head teachers but he is not doing it because he had no ideas” (KII, head teacher, Gamaudi, Dullu). He meant that the newly recruited person does not have holistic ideas about school system. They may not have ideas about the organizations, institutional culture, interpersonal behavior, institutional goal, work culture, motivation factors, and minimum requirements.”

In this research, government officials claimed that there is a provision of job induction in the system and it is being practiced (KII, DEDCU official, Kathmandu). But it is not ensured by the education policy, act, and rule. Also, it is not seen in the field and teacher respondents are unknown about it. For instance, one teacher respondent shared that he knew his TSC result from media. Then, he went to District Education Development and Coordination Unit (DEDCU) to receive appointment letter. Next day he went to respective school as it was explained in the letter. He added more about his bitter feelings,

“.... government section officer was involved in a month-long pre-service job induction training in Kathmandu, and motivated and encouraged among many friends. But I passed TSC exam for secondary level math teacher. I was informed from media and I received a letter from the district education office and then I went to see head teacher at the recommended school. Then waited for my subject classes (KII, teacher, Gamaudi, Dullu)”.

The quote above shows how the things are running and how the teachers are treated by the system. It indicated that there is a lack of job induction component in teacher's life. They have lacked require knowledge and information about the profession and institution. It also gives a clue that motivation level of teacher and other employee's increases by job induction and it helps to achieve the learning achievement.

Job induction is not prioritized for teachers as it is important for the other civil servants. Teaching job is taken as an easy task and the selected teachers are sent to schools directly. Thus, teachers become unaware of many ideas and skills they need to have before they go to the real schools and classrooms.

d. Recruitment and transfer, Challenging components

Nepal government has clearly explained about teacher recruitment and transfer provision in education act (1971) and education rule (2003). It states that the then district education office is an authentic body to deploy permanent teachers. But now DEDCU works together with the school management committee in recruiting contract teachers. Similarly, school management committee and district education office involve in teacher transfer within the district. Or district education office and district education committee can transfer teachers within the district.

There are gaps so that the quality of work is always in shadow. First, DEDCU receives the list of all selected teachers and decides about deputing teachers to the schools. It is not based on the demand and need of the schools. Second, there are more chances to recruit more temporary teachers where TSC does not involve and the locals influence differently. Third, there is no teacher transfer or redeployment authority to the DEDCU and transfer is only based on teachers' need, interest and possibility.

The field findings show that respondents are divided about executive authority of teacher management. Some are preferring federal government again and some want to shift most of the power to the local government.

The table above (table no. 12) presented in the beginning of this chapter, shows that a total of 217 among 500 respondents suggested the recruitment power to be hold in federal government. These groups of the people were the existing teachers and they were afraid with the changes that they will lose their freedom and facilities. Also, they have more fear about the close supervision of local government and regular monitoring. These teachers mentioned that they do not trust the capacity of local government and they support for continuity of federal. Also, 25.6% preferred the local authority for recruitment and 21.6% went with province. It is similar in transfer also like; 47.4% preferred the federal government, 42.2% to local and 12.6% suggested the province. Here the large number of respondents preferring the ‘federal’ means they were the existing teachers and they were afraid with the new system. The second large number was going with the local because they are more familiar with it and they wanted to improve the support system and to manage the future teachers. As the province is new, there are few people preferring it because it may not have ideas how does it sustains.

This study also shows the different voices on recruitment authority. Mostly, teacher respondents preferred the existing agencies like federal and DEDCU, the second largest number of respondents suggested the local government, and the third group focused on province government as the authority for teacher recruitment. A small group of respondents suggested school management committee as a responsible body to recruit temporary teachers. There is also similar perspective about teacher transfer that

respondents are divided in two poles federal and local and a small group preferred the province government.

Interviews and FGDs gave me some key ideas about teacher recruitment that there are many power centers to recruit a single teacher in the school. Head teacher shared that he is always in pressure during the teacher recruitment period because everyone wants to recruit to his/her own relative or favorite candidate.

A member of teacher confederation shared that teacher transfer is so important in his district because many teachers of his group are far from the home distance. Some of them need to walk two to three hours to reach school every day. Realizing the difficulties of the teachers, the member of the teacher confederation tried for mass transfer of teacher many times. But he could not get success because of the bargain among different groups and power centers. He added,

“.... *sabaile aafna manis matra vanne, sabailai milauna kahile pani nasakine, tesaile tin jana education officer badaliye pani transfer huna saken (KII teacher, Dullu)*. It means a needful and important teacher transfer is not being possible because of strong bargain among the political groups.”

Education act and rules have created conditions about the teacher recruitment by local authority to continue the daily classes in the school but it has some limitations like; the local committee may not be able to take a right decision for the right candidate and to attract qualified and competent candidates from the local community, also there may not be competent candidates in the local community etc. If SMC cannot recruit temporary teacher in the vacant post within a month then DEDCU involves and helps to recruit. This observation of my respondents shows that local authority is not being able to control the

influences and to recruit the right person on time. So, the daily classes in the schools can be disturbed frequently. There may need a transparent and permanent system of temporary teacher recruitment at the local level. This can be applied for everyone who wants to support temporary teacher in the school.

e. Teacher professional development and classroom outputs

The beauty of the component is that it is well-addressed in all education policies, plans and commission's reports. And the major education projects have followed this component. Despite these good things, there are some gaps in the provision and plans. The first gap is, professional development approach in teacher training. Second, teacher training is still far from the need and demand-based. Third, there is not a backstopping system to teacher individuals. Fourth, there is no provision of appraisals and sanction for well performing and poor performing teachers. Fifth, there is a gap between the organizations like training head NCED and the executive CEHRD and DEDCU.

In this research finding, qualitative information induces the idea that training process is effective but the classroom results are not seen satisfactory. Quantitative data gave me the mixed results about the authority. The details of findings are as follows:

Teacher respondents explain that the TPD is not significantly different with the previous system of training. Most of face-to-face sessions are just for formality. Even the trainers and trainees do not follow the timetable, and then individual backstopping phase is normal classroom, and nobody comes and supports the trainees. "Teacher quota system for the training is another problem," said the teacher. In his idea, if all teachers in the school have an opportunity to participate in the training, it would encourage to be accountable towards the profession. One teacher added,

“.... nam matra farak rakher k garne, manchhe uhi, kam ustai, aakhir hune pani ustai, tesaile nam j rakhe pani talimma kehi farak chhaina. (KII

teacher, Garuda, Rautahat). In his words, the name TPD is different from the previous one but the trainer and everything is same and the classroom results are the same as previous one.”

Government claims that 97.3 percentages of teachers are trained with long term training packages (MoEST, 2017). Also, the government report explains that training knowledge and skills are not seen in the classroom (DoE, 2016). This implies that government has accepted that the training is not implemented in the classroom and the students are not benefited as required. A joint monitoring report on SSDP also explained the same version that there is no difference between trained and untrained teachers (ADB, 2018). The report highlight is;

“.... the implementation of activities aimed at enhancing classroom teaching and learning processes and increasing teachers' time on task remains challenging. agreed that the issue related to teacher motivation through development of appropriate incentive mechanisms ...” (ADB, 2018).

A teacher respondent shared that he has taken more than one dozen trainings during the job tenure but he feels that he is following the similar ideas from the beginning and nothing changed in his teaching method. He criticized the existing training that the trainings are theoretical, system driven rather than our demand-driven, and there are no obligations either he applies or not. He added,

".....school ma gayer kehi sudhar garna khojyo vane pani kasaile sahayog gardainan, ultai yesle takma paune vo vaner kura katchhan, ani talimka

kura kasle class ma prayog garchha ra (KII, teacher, Gamaudi, Dullu). A teacher returns when s/he finishes the training but there is no one supporting.”

Basically, individual issues of teachers, school and community-based issues or difficulties remain unsolved in these trainings (KII teacher. Gamaudi). Another respondent shared that the training programs are very attractive, and teachers enjoy during the training sessions. However, teachers are not committed to implement the knowledge and skills in the classroom because of no compulsions to implement (KII, teacher, Garuda, Rautahat).

According to a locally recruited teacher in the school, only the permanent posts and *rahat* teachers have training opportunities. Teachers recruited in schools' fund and other sources never get a chance of training even there are three among eight teachers are from private source in the school. Government teachers attend training and they benefit but their classroom teaching and learning is similar with other un-trained teachers.

Quantitative data as well support the qualitative information collected during the research. Besides the policy provisions above, existing gaps, interview and FGD findings, there is a mixed version of respondents on the teacher's professional development authority. Here, 49% respondents suggested the separate institute for the training and professional development purposes. They were teachers and familiar with the NCED/ETC programs. Critically, there may be another idea that the separate institute cannot monitor strongly, and there are many excuses during the classroom implementation. Second large number (29.6%) that comprised parents, local leaders and committee members preferred the local government. Their idea was the easy access and delivery resources up to schools. They were not satisfied with the present training and

classroom changes so that they want to change the entrusted authority. There were 13.8% respondents who preferred the province government and 7.6% suggested for the joint effort of schools and the local government. These two groups of people were development workers, journalists and local leaders, and they were not satisfied with the existing training performance. They were in need of more support and more controls so that teachers are obliged to implement trainings in the classroom.

f. Teacher evaluation and promotion practices

Teacher evaluation and promotion are well defined in policy documents like; Education Act (1971), education rule (2003) and TSC rule (2001). Teachers start the process by filling their section "Ka" of given form according to the appendices -1. This form is developed by TSC (2001) and its 9th amendment (2015). The teachers submit the form to the head teacher then s/he fills the

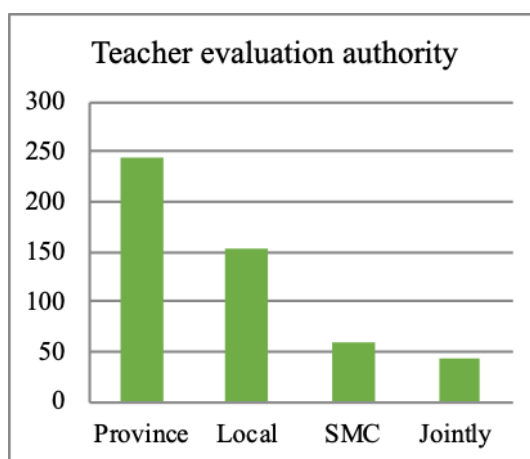


Figure 11: Teacher evaluation authority

section "Kha" as an immediate supervisor then it is ready for section "Ga" which is designed for the school supervisors. Finally, review committee works on final scores on the evaluation form and scores the teacher's quality. Normally it is said that this form is very systematic and it has covered all areas of evaluation of a teacher. It is also claimed that the form is supporting teachers for self-evaluation.

Similarly, federal education policy (2019), draft copy of Bagmaati province education policy (2020) and Chandaragiri municipality's education Act (2019) have explained about teacher evaluation requirements and process. Despite these policy

provisions there are some gaps in the system and process. First, self-evaluation by the teachers is not practical for them because the self-evaluation section covers 70 percentage weightages of whole evaluation. Second, evaluation by local and immediate supervisors has unnecessary influences. Third, the form is not result and internal control based; it is more like personal connection and that teachers and supervisors give full marks. Fourth, the evaluation system is not based on student's real learning achievement. Fifth, teacher promotion is based on service year and other factors rather than their student's performance.

Interestingly, I found that student's performance is very poor and at the same time teachers' performance is very high. The ground reality is that, grade four students of *Masta* Basic School, Dullu couldn't read a couple of sentences of Nepali and Social Studies text book. It was 8th month of school started. The school head teacher was together during the observation (Research observation, Nov 2019). The head teacher, on the other hand, was regarded as the best teacher of that locality.

The survey findings concluded that 48.8% preferred federal government as the body of teacher evaluation. The group comprised most of teachers and they are comfortable with self-evaluation of annual work performance system based on a template. The evaluation form developed by TSC includes more scores by the self-evaluation of teachers. Also, 30.6% respondents suggested local government as an entrusted authority in this regard. They were educators, local leader, development partners and journalists. Their main idea was the existing system of evaluation is not effective and teachers are not motivated and improving themselves so that the local body could support control more to bring teachers work for the better learning achievement of

their students. There are two more ideas that 12% respondents suggested the evaluation by SMC and 8.6% respondents preferred the joint role of all governing bodies. People focusing on SMC were from that group and political members and they were looking more power and facing challenges with the teachers. The least group of 8.6% respondents were from bureaucrats and officials. They did not trust to anyone totally and they preferred the joint role for teachers' evaluation.

Both issues “Who” and “How” of the evaluation are in discussion equally.

Quantitative data is also divided towards the teacher appraisal and promotion. So, there is also a debate on evaluation system or the tools or bases for evaluation like; 42% respondents suggested for self-evaluation. They were the teachers and if it is done will be safe and comfortable for them. 38.8% respondents preferred student's achievement as evaluation criteria for teachers. They did not like to be evaluated by the subject teachers: they preferred independent experts and team like NASA for evaluation. These people were looking for changes and quality of education in the schools. They were educators, development partners, and journalists. Also, 13% respondents said okay with the evaluation by the school supervisors, and 6.2% suggested that the head teacher is the best authority to evaluate the teachers. Supporting school supervisor and head teachers were also teachers, parents, head teachers and officials as well. They were not taking this issue sincerely and not able to link the evaluation with the quality of education.

According to the first large group (210), teachers follow the TSC (2001) and its 5th amendment form which need to be self-evaluated. TSC (2001) article no 28 clarifies that annual work performance evaluation report carries 35% marks where, 15% for students' achievement, 5% for any action research, 5% for any additional responsibility

in the school, and 10% for supervisor and review committee. The rest 65% marks service years (35%), qualification (20%) and training received (10%). Finally, school supervisor has authority of eight marks and another two marks for review committee. Since, it cannot help to ensure the quality of education, the other groups in this survey suggested to focus on NASA and local government in the evaluation process.

Regarding the provision of evaluation of teacher qualification allocating 20% marks is one of the reasons of poor work performance. Casassus et. al (2002) explain in their research findings that teachers upgrade their education degrees and involve other activities when they are working in the schools. In some cases, teachers are encouraged to upgrade their qualification when they are working. Since most of teachers take that opportunity of flexibility, they gain further degrees. So, these are the reasons of reducing work efficiency and student's achievement (Casassus, Cusato, Palafox & Froemel, 2002).

Regarding the promotion of teacher, there are different arguments among the informants like; most of the teachers participated in interviews and FGD supported the existing system of service years and annual work performance evaluation form. Also, educators, development partners and student leaders suggested to follow the evaluation-based promotion and students' achievement by NASA base evaluation of teachers.

g. Teacher categories is an unsolved issue

The existing education Act, 1971 and education rule, 2003 clearly state about the teacher posts in the schools (as it explained in the head teacher selection). It means there must be teachers fulfilled in all public schools. According to education act (1971) and education rule (2003), government policy knows the three categories of teachers viz. permanent, temporary and *rahat*. In this situation, I found gaps. The first gap is that few

teacher posts are recommended for lower basic school like; one teacher for grades one to three run school with less than fifty students. Second gap is related to the teacher recruitment provision by province and local governments. Third gap lies in the grade wise curriculum and multi grade teachers.

Flash report 2010 shows that there is a huge gap in teacher number in the public schools. It explains 1,27,722 teachers up to grade eight in the approved teacher posts but there are 1,79, 058 teachers in total in the same level in that report (DoE, 2010). The salary and benefits, uniform and facilities, and training and professional opportunities are not counted for these teachers recruited by other sources.

Parajuli and Thapa claimed that there are 9 categories of teachers in the public schools (ADB, 2013). Also, support staff are working as a teacher in the schools in many cases. It is noticed by the school supervisor and the local government but no-body initiates to manage more teacher posts and to hire the qualified teacher according to the TSC system.

The government reports (MoEST, 2012, 2018 & 2019) show that there are more issues about teacher management in the public schools like; some schools have too many teachers and posts both, some others have lack of that, still others lack the subject-based teachers, many schools have lack of sufficient teachers in primary grades, schools have various categories of teachers etc.

Apart from the issues mentioned above, the analysis of interviews, FGD and survey, I found that there are more challenges and issues about many categories of teachers that created more issues in the schools. Two cases are given below to show these issues.

Case -1: “Who am I?”

School management committee hired me for office assistant, asked to take classes from the beginning. I started to teach in grades three to five, all seven periods/day, but they are paying four thousand and five hundred only per month. Another teacher is paid more than twenty-five thousand. Also, I am responsible to manage water, cleaning toilets etc. in the school. When I remember all these, I feel irritated and prefer to resign but it is my obligation. *Sathiharu vetda ni laj lagchha* (hesitate when I meet friends). I myself question, who am I either teacher or a support staff. (KII, support staff working as a teacher, Gamaudi, Dullu).

Case - 2: “Hopeless to hope”

“.... community people forced to upgrade the school in 2013 up to grades eight. The government had condition to manage everything without the government support in the approval letter. They were hopeful that the government provides the teacher posts within 3/4 years. Now, it is the seventh year and there is no support at all from the government, community stopped their support and it is hard to run the school. So, we are asking with public forest committee to provide funds to the school. This shows that here are teachers from different sources. It is hard to manage them” (KII head teacher and SMC chair, Gamaudi, Dullu).

As the two cases discussed above, Thapa and Parajuli (2013) explained more categories of teachers is one of the problems for quality education. This research survey suggested to reduce the categories with different ideas in the future. They suggested only two categories of teachers as it is possible if not then it is up to three. In this regards, I

surveyed teachers and found that 217 respondents are strict to only two categories, the respondents were the head teachers, teachers, educators and development partners. This group was facing more challenges in managing more categories and looking for easy to management of the teachers. Also, looking for results as they have permanent human resource. Another group of 106 respondents that included officials, teachers and leaders suggested three categories with *rahat*. Their interest was to influence the teacher selection process for own favorable candidates. Third group of 128 respondents also suggested for two categories of teachers but governed by the local government. The respondents were local leaders and change seeking people. They assumed that the few categories and local level management gives better results. The last and small group (49 respondents) is very open with the teacher categories. It means they were less sincere with the teacher category issues and the quality of education. Also, they were parents and other locals who were less interested with the category and not happy with their respective school results.

The findings show that teacher categories in the schools is a serious issue for the quality of education. It is possible to reduce the categories that divide teachers into two groups like permanent and temporary where temporary teachers' job security and facilities are responsibility of local government.

h. Monitoring and supervision

According to the education Act 1971 and education rule/regulation (2003), monitoring of teacher and their classroom activities are covered strongly. There used to be a resource person and now we have only school supervisor assigned for each resource center. The theoretical assumption is that the resource persons and school supervisors

work closely with the teachers and they enable them in their respective level they teach. The provision and theoretical perspective are wonderful to read and explain in the programs. Policy assumes that the school management committee and head teacher are immediate supervisor for teachers and the then resource person is in the second layer. School supervisor and district education officer come in third and fourth layers.

In spite of the specific provision of monitoring and supervision discussed above, there are some gaps. First, all supervisors (head teacher, the then resource person and school supervisor) are overloaded and work distribution for them is not balanced. Second, school supervisors are busier in office work in the district headquarter. Third, system is driven by administrative work rather than academic so that the then resource person and head teachers are busy in data and other administrative work. Fourth, there are not enough administrative staff so that school supervisors, resource persons and head teachers can involve in academic activities.

The field reality is totally different that head teachers are never observing classroom teaching and also school management committee members are not observing. One among the teacher respondents shared that he has met the resource person twice in the school premises, and then the rest of meet either in the training or workshops or somewhere in the tea shops. Teacher working in primary school shared his experience as,

“I spent my 15 years in teaching in this school but nobody has been in my class to observe and support me (KII, teacher, Garuda)”.

He added that resource persons are big bosses and they instruct bold points like; students' achievement must be increased, teacher must be regular, teaching materials

must be used during the class, child friendly teaching and learning must be followed, teacher's must develop lesson plans and follow it properly, etc.

Another teacher respondent shared that he does not know his school supervisor because he has not met the supervisor before but he knows his name. In reality, many of the teachers do not know them, and they have never met supervisors. School supervisor is close to head teacher, s/he makes frequent visits school, and sits with the head teacher in the office, talks with him/her, discusses on managerial issues, and instructs to perform better and returns back. He added,

"....class ma aayer kami kamjori sudhar garna sahayog garidiyeko vaye mero class pani ramro hunthyo hola (KII teacher Karna Bdr. Thapa, Dullu municipality on 9 Oct 2019). It means if supervisors come and observe my class, it would be a great help to develop ideas and skills for creating and promoting child-friendly learning environment."

There are also many difficulties and limitations regarding the professional, personal, geographical and managerial in monitoring and supervision at community level. Resource person shared that a single resource person is responsible for more than fifty schools. School supervisor needs to take supervision responsibility of two to three resource centers. The distance between one school to another is more than two hours walking in the Himalayan and hill areas. Besides, the resource person and school supervisors cannot drive motor bike and there is no regular transportation system. They are always asked to collect data and to disseminate information so that they are poorly asked about the monitoring and supervision base results. School supervisors are busy in leading different sections in the district education office like; administration, training

section etc. These are some observed and understood phenomenon of monitoring and supervision in the field.

Formation of resource center is not fair as well. Some resource centers have less than 25 schools and some has more than 60 schools. A case of Dailekh, resource person shared,

“....my resource center is *Chamunda* located in the north belt of the district and very difficult to travel because of hills and ravine. I need to monitor 71 schools and the distance from one school to another takes more than two hours in some cases. At the same time the resource center in the south belt of district which is easier to travel has 27 schools.” He added,

“....*ani kasari kam garne, yo ta malai sajaya diye jasto vo, chahe pani kam garna nasakine abastha, tesaile chhitai chhodeko ho jagir (KII resource person).*

It means, a single resource person is responsible for 72 schools in the remote rural area to monitor so he resigned from his supervisory job.”

The provision of class observation by the head teacher has some constraints. They are always busy in administration, management and teaching themselves. Frequently, outgoing from the school for administrative purpose and other is another hurdle for them. One of the head teachers shared his bitter experience,

“.... *maile vaneko manne hoinan sathiharu, ani kina birodhi hunu, aafaile pani tin period padhaunu parchha, ani kahile k kahile k garda gardai samaya pugdaina ani kasari class henu (KII head teacher).* It means head teachers are busy in teaching, managerial and administrative work so that they cannot contribute in classroom supervision”.

Similarly, committee chairperson has willingness to observe the classroom teaching and learning. In this regard he added,

".... uniharoko jati hamile padhe ko pani chhaina, yeso vayan uso vayan vanda jhan jhagada hola vanne dar, tesaile uniharuko biswas garer chup lagnu bes" (KII SMC chairperson Dullu municipality). It means, SMC chairperson wants to monitor but he had no ideas so that teacher may get angry if he expressed his little knowledge."

At the same time, quantitative data collected by survey has presented different ideas and perspectives about teachers' monitoring and supervision. It has covered west to east, *tarai* to hill and valley also.

Their ideas were found as follows;

Table 12: *Responses on monitoring and supervision*

Entrusted authority	Number of responding people	Respondents
Head teacher	134 (26.8%)	Teachers, parents and head teachers
School supervisor	227 (45.4%)	Teachers, education officers, political members and head teachers
Local government	61 (12.2%)	Committee people, resource person, development partners, journalists
No needed monitoring	62 (12.4%)	Teachers, parents
NA	16 (3.2%)	Political members

In the table above, more responses (45.4%) are on school supervisor. The respondents who said this way belonged to teachers and government officials. The reason for preferring the existing system was that it was more comfortable for both groups.

There was no rush to both group and the performance is seen better every time. Both are getting promotions and benefits accordingly without any hurdles. Another group supporting head teacher is (26.8%) (3.2% did not response in this question) and they were head teachers, teachers and parents. Their idea may be the head teacher as a close and immediate supervisor can work better. Some of them were development partners, local government officials, journalists and local leaders who suggested to use the local government as supervisor. The reason was that they did more trust on local government in a hope that it can control and manage school better. Another group of 12.2% respondents rejected all alternatives and did not feel the importance of monitoring and supervision. These people were frustrated with the school activities and teachers. Also, they were guided by the perspective of “Teachers must do – they can do but they are not doing”. The committee people, resource persons, parents and community people were the respondents of this idea.

The discussion above shows a trend. It suggests that head teacher or local government or school supervisor in the local government can play the decisive role for monitoring and supervision.

i. Teacher retirement and satisfactions

Teacher retirement provision and facilities are ensured by the Education Act and rules. The government is responsible for pension and gratuity and other retirement benefits (Education act 1971). There is slight change in this provision from 2017 because the government decided the contribution-based retirement facilities (social security fund, 2019). A teacher being retire is supported with the pension, total amount of leave and medical fund. This provision is similar to the other service holders in the country.

The policy provision is absolute and it has well-addressed retirement and benefits though there are some gaps. Because of these gaps the teachers are unsatisfactory. First, process involved in retirement is centralized and hence all teachers need to visit to Kathmandu, the capital city for the final documentation. Second, teachers are not enough aware about the taxation system and also about the process and necessary documents. A teacher respondent said that he went to DEO several times, and provident fund office. He was asked to bring this and that document and it took six months to set up his pension card. He added,

".... masterlai sabaile hela garne rahechha, aafnai rakam lina pani garo vo, k katyo k katyo thahai vayan, nagarpalika bat nai sabai milaidiyeko vaye hune thiyo (KII retired teacher, Dullu municipality). It means the process and calculation is confusing and boring so would be better if the municipality facilitate the process for us."

Even in China, the retired teachers across the country gathered in the capital city for demanding their pensions. (clb.org.hk/content/teacher-across-china-gather-beijing-demand-pensions). It is disappointing news for teachers that they need to struggle. The easy payment and payment on time is expected by all retired teachers.

The then District education officer had different opinion about the delay and difficulties that teacher is not able to update own record and s/he is supposed to travel two to three times to Kathmandu. Also, s/he visited the previous schools to collect the documents. Education officer added;



“.... master

Figure 12: Teacher retirement and level of satisfaction

vayer pani aafna kagaj ramrosanga narakhne ani systemlai dos dine (KII, education officer, Kathmandu). It means being a teacher s/he is not updating the records and all documents but blaming to others.”

These are some of the disappointing reports collected during the interviews and FGD, no matter the policy was very clear about it. The quantitative data gives some ideas to validate the findings above. Respondents in survey answered the question related to how the retirement could be satisfactory.

Here, a large number of 29.2% respondents did not answer the question. They were parents, leaders, students and community people. The reason of not answering was that they were unknown about it. The largest number of 35.8% respondents suggested the easy service and facilitation during the exit process. They were teachers either retired or not. They know the difficulties and they want easy services. They are taking the exit process as a big burden. A small number of respondents preferred post retirement job opportunities. Obviously, they are either retired or being retired but active teachers. The reason behind this was their interest to be involved in the school activities again. The

third largest number of respondents suggested to increase the retirement benefits. They were teachers and family people and they were of the opinion that they must be benefited by the increment of teacher's benefits. Also, they were teacher, leaders and supervisors who opted for the easy facilitation and increment of amount. In a nutshell, teachers are happy with the provision of retirement and facilities but the long process and the behavior of service delivering officials in the office are irritating for them.

j. The salient components of teacher management

Yu, Yen, Barnes and Huang conclude their study that employees' performance, organizational commitment and taking ownership of work increase the result and quality of work. These things start with organizational orientation and regular backstopping to the employee (Yu, Yen et al. 2019). Talented few only can learn the institutional vision and objective without job induction and regular support (ibid). This suggests that institutional orientation is necessary for all that the talented achieve more and they can lead the given task easily and the others follow the institutions' targets properly (ibid).

Natarajan and Nagar emphasizes on the young who are well introduced the institutional and professional details give better results and also long time retain in the service (Natarajan and Nagar 2011). The long time stay and professional motivation of teachers helps increasing the student's achievement (ibid). Similarly, Singh explains the role of teachers to ensure the primary education to all children by 2015 (Singh 2015). His idea is that both access and quality of education is possible by mobilizing all stakeholders including teachers (ibid). There is an important role of Cross Functional Team (CFT) and Front Line Employee (FLE) in each and every organization and they play positive role in results (Melton and Hartline 2013). In case of teachers, these both ideas match that

teacher need to work with CFT, and also, they are FLE because they need to face education and child related challenges both inside and outside the school (ibid).

The aforementioned ideas on job induction, institutional orientation, teacher backstopping are worth thinking: they can play positive role in teacher motivation and capacity enhancement. Unfortunately, these components are not explained in the policy document even practiced somewhere informally. Since this is a policy gap that background or connecting components are missing in the policy. In this regard, one of the teacher respondents shared,

“..... teacher ko ta k value chha ra, pass vayeko thah payepachhi jilla shikshya karyalaya gayo, niukti liyo, ani head master lai namastee garer padhauna thalyo, tespachhi chinjan hudai janchha. The meaning is that teachers are of no value: the passed candidate gets information from the media, visits district education office, receives appointment letter then goes to head teacher for further process. Head teacher decides classes and the other things like, orientation comes together informally” (KII teacher, Dullu municipality)

From the quotes above, one can understand the field reality. A talented one can do his/her best from the beginning but everyone cannot do the same because of closed doors of every forum like; institutional orientation, introducing him/her among the students in the class, introducing class situation for his/her early preparation etc. Obviously, the formal forum helps to be familiar with the staff community.

Similarly, the exposure, backstopping and post retirement opportunities play important role in professional results. Classroom monitoring is a better tool for individual

backstopping to prepare teacher. Also, exposure and post retirement opportunities keep teachers motivated towards the duty. Another teacher explained his feelings as,

“.....padhauna la ko sat barsa vayo, class ma gayer sujhau dine ta paraijaos, kasaile jhyalbat pani hereko chhaina (KII teacher, Gamaudi, Dullu). It means no one has observed his class even from window so it is worthless to expect sincere backstopping from anybody.”

CHAPTER V

Influencing Factors to Teacher Management

This chapter addresses objective two that is factors influencing teacher management. First, it explains the core components of teacher management and influencing factors. Secondly, it deals with salient components of teacher management and influences alongside. And also, it describes both “What” and “How” questions that is “What are the influencing sources?” and “How do they influence?”

Influencing Factors and Key Components of Teacher Management

Storey explains that there are many factors, issues and problems in teacher recruitment and these are the sources of influence to the normal system. So, the selection is more influenced both in process and results (Storey 1993). If the process is influenced then obviously the results are (ibid). Shields claims the employer and superintendents’ background, mind set and experiences also influence the selection process and the result of selection depends on it (Shields 2018).

Global situation of teacher recruitment shows the influences mostly in recruitment component (Cox 2012). Cox explains, even though there are more components of teacher management, selection is mostly influenced component. It is key point to hire a person, to employ him/her for the long time, also to gain something so that people focus to selection component (ibid).

Gonzalez explains in his research finding that there are other silent factors influencing the teacher’s professional life. His/her economic standard, family, school environment, school team and more factors influence the teachers and their decisions

(Gonzalez 1995). According to him, in each component of teacher management s/he himself herself is influenced by internal factors (ibid).

Faraji claimed that there are pull and push factors in teacher transfer. Pull factors always encourage and welcome the good teachers and also help to retain in the existing schools. But push factors encourage to leave the school and to join new school in new place. Opportunities and work environment decide the pull and push factors (Faraji 2018). He also highlighted the existing factors as an influencer in transfer (ibid). Ilyas and Abdullah explained about the influencing factors to the teacher performance evaluation that school leadership, emotional attachment, job satisfaction of the employee, organizational culture and evaluation system directly and indirectly influence (Ilyas and Abdullah 2016).

From the above research findings, influences in teacher selection, recruitment, transfer and evaluation are common. There are two types of influences where the first is outsider and the second is insider. Outsiders like; political, personal, bureaucratic and monitory power. And insiders are both personal and institutional factors. Both outsider and insiders play role in influence but only the count meaning as an influence in the system and decisions.

Literature shows that Nepal's teacher management is influenced by the outsider factors mostly. It influences in certain components like; selection, transfer, evaluation and professional development (Panta, Khanal, Luitel et al, 2018). Mostly, the temporary selection is influenced after the permanent selection is handled by TSC from 2001 (ibid). The degrees of influence are different, but all components are influenced.

Keeping the literature discussed in mind, I found a school staff sharing his experience as;

“...whatever is the policy and rule written but the field is captured by the *thula manchhe* (powerful persons), *Padma baseka* (authorizing/holding power) and *tharkaun sakne manchhe* (threshing power). There may be many people suffering and I am one of the examples of it. I applied for teacher post three times but not selected. *Padher k garne* (no point of education degree) I have passed grade 12. Finally, I applied for support staff and hardly selected. This is my seventh year of working as a support staff and I am teaching everyday up to class five. I am getting Rs. 6,000 per month and others are getting more than Rs. 25,000. (KII School support staff, Dullu).”

The narrative above evokes an issue of influence in recruitment, duties and payments. According to Nepal’s labor Act 2018 chapter 8, there is no policy provision of paying less than basic salary decided by the government standards (Ministry of Labor, Employment and Social Development [MoLESD], 2018). But it is not applied at the community level. The person who has not enough access is suffered more and not able to grab the opportunities.

According to Koirala, education leaders are focused on more earning for themselves so that they are influencing the system and process to earn as possible (Koirala, 2008). Such a mindset of school leaders and decision makers influence the selection, recruitment, transfer, evaluation and other beneficial opportunities and the helpless people hardly get opportunity even if they are qualified and competent. Gist of influences in teacher management is given in the following table;

Table 13: *Influences in teacher management*

Components	Authority	Policy provision	Field findings/practices	
			Qualitative	Quantitative
License	TSC	Regular exam system	No influences, Selection process is fair	NA
Selection	TSC and local body	Vacancy base selection	Influenced by blanket approach, theoretical exams, authority and power centers. Selection in temporary posts is horrible.	74.2% reported it is influenced by system and management
Recruitment and transfer	Province, local	System based execution	Both influenced by the power, nepotism, favoritism and monetary interest.	15.4% voted it
Professional development (training)	Province, local	System base delivery	Training opportunities are influenced by system, authority (<i>Aafno manchhe</i>)	3% voted it as most influenced
Evaluation Actions	Local	Annual work performance	At level it is also, influenced by the authority and evaluators.	4.2% shared it as influenced
Promotion	TSC	Based on school and DEO report	Influenced by power and authority during scoring by supervisors.	3.2% respondents also reported it
Retirement satisfaction	Federal	Age limit and other cases	System influences like; all paper works and need to visit <i>Kitabhana</i> in Kathmandu.	
Salient components	Local	NA	No job induction, orientation, and exposure	NA

because teachers are not
gov. employee, *dosro*
darjaka (second class)

The table above shows the core components of teacher management and the ways of influences during the execution. It is clearly seen that all the components are not influenced equally but they are influenced in one or another way. Only the source, ways and degrees of influence are different but all components are influenced except teacher license. Basically, teacher selection, recruitment, and transfer are most influenced components. The major influencing factors are political power, authority power or bureaucracy power, nepotism, favoritism, bribe and musells. So, the teacher management is always poorly effective because of influence.

I found that there were other salient components (job induction, institutional orientation, exposure, and backstopping and post retirement opportunities) of teacher management influenced by different factors, situation and source. Still, these are not addressed by the system and seen less influenced but the influence increases if they started to implement.

It shows that teacher management is influenced by the power, authority, nepotism, favoritism and power even there is clear execution process explained in the policy documents (MoE, 2017). The components are not influenced equally that selection and transfer are mostly influenced compared to other components. Temporary selection is more influenced than the permanent because of TSC involvement in the permanent teacher selection.

The details of influences in major component of teacher management are as following:

Recruitment and Transfer: the most Influenced Components

Education Act. (1971) articles 11 and 16, TSC (2001) chapter 2 and 3 and education rule (2003) articles 95 and 96 have clearly explained about the teacher selection, recruitment and transfer. It means the entrusted authority follows easily and executes.

Also, there are some gaps in these policy addresses like; the lengthy process of teacher selection is the first gap. Second is the temporary teacher selection by the school management committee where the decisions are always influenced. Third, the provision of transfer i.e. mutual, need-based and interest-based in an appropriate time when the seat is vacant.

Because of these gaps, reports have explained issues of influence frequently. A report by the ministry of education explains that recruitment and transfer are important components in teacher management but these are mostly influenced by power and authority (MoE, 2017). I interviewed with parents, students, politicians and government officers in this issue. I found different experiences and perspectives like; decision making authorities not accepted the influence, but the teachers and witnessed people claimed that the influence and biasness in most of decisions is obvious. Some teachers shared their history and experience of 30 years' work experience. Below are the exemplary cases.

Case – 1: Political beating

In the year 1992, new government had formed after first election of multiparty democracy in 1990. Also, local election was completed in 1993. I was

the teacher in home distance school in Gamaudi at the primary level. After two years, district education office decided massive transfer of teachers and I was transferred to about five hours distance for the same post. There was no reason of my transfer and I shouted against the local leaders. I complained to the respective body but no one listened to me. I spent five years in that place, then I got transferred again in a school of 90 minutes walking distance from my home. I never got a chance to come back to my first school. I was mentally distracted for almost one year but I tried to take it as a challenge and sustained. But other service holders who transferred intentionally went mental stress and shifted to alcoholic and other addictions. So not only the person but whole family went to poverty and family problems (KII teacher, Gamaudi, Dullu).

Case – 2: Undue competition

School Management Committee (SMC) chairperson recruited me as a teacher in primary level from school source in 2013. The mayor sent one more teacher from the municipality in 2018. Now there are two teachers working in school fund and school needs to manage the fund locally. It is difficult to manage all facilities like; uniform and timely salary even two teachers are not needed to school. Also, we teachers are not satisfied because we get less payment than others. Head teacher does *taltul* (manage). He cannot take bold decision against us. Because of it, quality education has been shadowed. (KII, head teacher, Dullu)

In response to the case above one official person shared his common perceptions as follows;

“...it is not influenced as it is in media but there are some kinds of influences. Selection in permanent posts is not problem, because there is a separate institution which works independently. But teacher selection for Per Child Funding (PCF, salary), selection in *rahat* posts and in other sources are more problematic. It is true that most of the events are trying to influence by power and authority. (KII Education officer, Makawanpur)”

In my findings, there are shortages of teachers in most of the schools and it is better to recruit teachers but the way of recruiting teachers for the personal benefit is harmful for the institution, quality of education, children and for the community ultimately. All these problems mentioned happen because of the loops in the system that the government is not providing permanent teachers on time and also there are few teachers in the schools.

I also found the teacher transfer as a popular terminology among the teachers and among the local government people. Local government people also took action against the teachers. All the things reflect that the local government officials are not satisfied with the teacher professionals and their performance. They want to create fear factors among the teachers so that teachers must work perfectly. Also, they must be obedient to local government. It means the local governments want to use transfer as a weapon to fear the teachers.

This event reflects the mindset of people, loopholes in the system and injustice to talents. I found that there is a rare chance of selecting most competent candidate in *rahat* and temporary posts which must be fulfilled by the local governing body either SMC or

school administration or rural/municipality. It is highly influenced by politics and power everywhere in the observed schools.

There are other forms of bargains like; a teacher wants to come to close of his/her house and someone is being retired from the close school. Then s/he needs to pay as much as his/her demand and mutual transfer is possible before retirement. It is another kind of disturbance in system.

So, these evidences or issues prove the ways and confines of interference in teacher selection, recruitment and transfer. Teachers cannot be motivated towards the duties because of such influences. People's mindset is the first evil in creating such a demotivating and disturbing environment in teacher management system. At last, a statement by a parent is memorable here. He told, "... there are both types of people that some are doing good jobs and some are not. But there is, neither punishment nor rewards so people in power are taking benefits at the moment. (Political members in the teashop, Chandranigahpur, Rautahat, 9 Sep 2019).

This statement of people was one of the laymen among the group of his friend and neighbors. It was his frustration and a kind of anger towards the government. He did many other comments and shared some of his painful experiences. It was the reason that he was victimized in different opportunities in this society, school and cooperative group. It means he may victimize more times in different cases and irritating with the system and the government.

The information is justified by the quantitative data as well. The selection particularly temporary selection along with recruitment and transfer are the most influenced components and its affects to the school system and classroom management.

In the survey, 500 respondents answered the question:

Q. In your opinion which two (2) are the most influenced components of teacher management?

Options:

a. selection b. transfer

c. evaluation d. training e. promotion

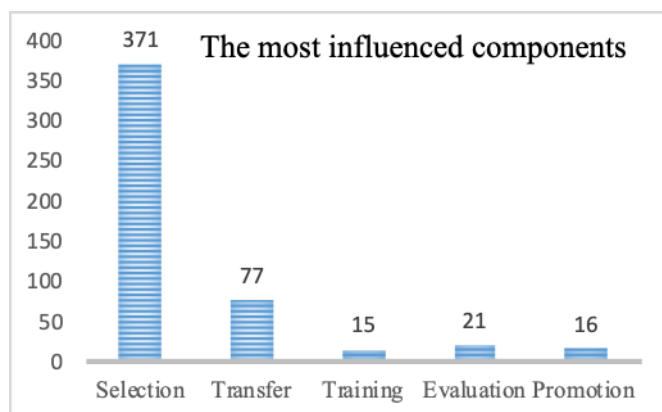


Figure 13: The most influenced components

Respondents marked that the two most influenced components among given five (selection, transfer, training, evaluation and promotion) options are selection and transfer. The largest number of respondents (74.2%) responded that selection is the most influenced. The respondents were teachers, students, political members, development workers and journalists. They might have the reflection of the experience of temporary teacher recruitment situation and practices in the schools. And also, they might have permanent teacher selection processes before the TSC was formed, because the teachers then would be selected under the strong influence of political power, official authority and other *tharkauna sakne manis* (arm power people). The second largest number (15.4%) reported transfer as the second most influenced component. They are only teachers. The reason behind this is that the teachers seemed suffered any time during their job tenure, and that event in their life is most panic. There are other few people who

recommended training opportunities (3%) evaluation (4.2%) process and promotion (3.2%). Responding all these three components are teachers. The reason indicating these components was their bad impression towards components. And their personal experience related to these components worked to respond significantly.

Both qualitative and quantitative data explain that the more influenced components are the same. It means that no other components are more influenced but the level of influence is nominal and it affects the education quality less.

Less influenced components of teacher management

Training opportunities, exposure visits, workload in school, and even retirement process are influenced by the school administration. Head teachers' role in in teacher's daily work schedule is also another influencing factor. A teacher shared her experience as follows:

"...jaha pani aafnai manis chahinchha, ani school ma pani tehi ta ho, head master ko man paryo vane, talimma pani jan payo, bida pani paiyo, ali dhilo aaye pani kehi vayen, navaye ta kahile pani palo aaudaina, mathi bat anibarya gare matra" (KII, teacher, Dullu). It means the additional opportunities and exposures depend on head teachers' favoritism. Otherwise, teacher cannot get opportunities except the compulsory training programs."

It is a representative case that a teacher had faced head teacher's obstacles to receive training and other opportunities in the school. There are many other cases like this, nevertheless, one case can be generalized for others. Teacher facing this situation may not get motivated and contribute by heart also.

Similarly, a temporary teacher in the schools shared that he worked for 8 years in the school but not attended any training and workshop. He added that he was recruited by the local sources and the government training are allowed only for the approved teacher posts. Head teacher mostly participates himself in other trainings organized by NGOs and CBOs.

This case of temporary teacher is a representative example of influence by school administration. It means the teachers are not getting training and exposure opportunity to enable their knowledge and skills in a proper order and according to subject and seniority. Both cases show that there is influence of school administration in training and opportunities.

In this line, Lambersky explained the research finding that head teacher's behavior is important to shape the teachers' professional life. Sometimes, head teacher's behavior plays positive role and it supports to reduce burnout, stress and encourages to effort better at work. Similarly, influence plays negative role that teachers are demotivated and disturbed in daily plans (Lambersky 2016).

This research report supports to say the teacher professional development and exposure are also influenced. Because of this, teachers are not receiving opportunities and not able to contribute in the classroom.

Political Power and Entrusted Authority the Endless Influencer

Siyum and Gabremedhin concluded their research with the serious influences of political parties at school level. They explained that there is discrimination between ruling parties supported (member) teachers and other teachers. Particularly, school leader and education officer are from ruling party and they influence non supporter by

neglecting for training, in promotions, transfers and in other current issues. The supporting teachers have less workload and free to join political events but other teachers are more in pressure of work and discrimination (Siyum and Gabremedhin, 2015). He adds influence is one of the major reasons for reducing quality of education.

The findings of Siyum and Gabremedhin also match in Nepali context. Teachers' contribution is meaningful in each and every political movement of Nepal. A certain percentage of teachers are strongly bonded with politics. One respondent replied my question about influences on teacher components and in overall teacher profession as follows;

Case – 1: Dependency in decision

“.... according to education policy and system, I am an implementer of government program and policy, administrator and manager in the municipality. My role is to be accountable to improve the quality of education in the catchment area but it is not possible from me because of teachers' access to mayor and political leaders in the center and their active role in political activities. If I do not work closely with the teacher leaders then it is not possible to run the programs” (KII, education officer, Dullu).

The case above gives information that teachers are active political players and they have access to political leaders and decision makers. Since, teacher management and teacher mobilization both are interfered by politics because teachers themselves welcome the political influences when their supporting party is in government. It means the politics not only influences the core and salient components of teacher management but also influences the daily schedule of a school and a teacher.

In the same vein, another teacher shared his experience towards the influences,

Case – 2: Teachers as a power center

“... I advocate for labor right at all time and it is according to international labor act (1919) and Nepal's labor act (2018). I am not doing politics but I always stand for professional rights and labor rights. I am also following daily duties in the school but I need to attend different events organized by teacher unions and associations. Also, need to make aware to the government body for impartial selection, transfer and other movements in the district. (KII, member of teacher union, Dullu municipality).”

This shows that teachers are taking control of selection, transfer, training and other major components of teacher management. So, the government body cannot decide any major mobilization without their consensus. It proves the direct influence of teacher bodies in teacher management. This is one of the cases in Dullu but it may represent similar cases in the country.

My third respondent shared his painful memory when he was selected as a temporary teacher;

Case – 3: Obligatory acceptance

“.....padher pani jagir khan paiyen, umer pani jan lagyo, ghar chhimek ma pani yesle jagir khan saken vanne hisab le kura garna thale, gauko school ma niji srot ma vaye pani rakhi dina dherai sanga dhaye, binti gare, kehi lagen, antama euta thulai netalai samate pachhi kam vayo, aliali charo pani khuwaun paryo (KII, teacher, Garuda municipality, Rautahat). It means that teacher tried to be employed several times but not able to be recruited. Finally, he reached to the

senior leader of a party in his area and then he got an opportunity to be a temporary teacher in a local school.”

This case raises more questions either there was need of teacher or need of a person, or it had followed the required process or not. If the process was followed what about other candidates and how it was fixing that he must be selected. So, it is a representative case of influences of power and politics in teacher selection in temporary posts. There may be many more cases, and it is obvious that there undertook more influences from power and entrusted authority. Because head teacher and school management committee are entrusted authorities at the local level and they follow the influences sometimes.

Ms. Anita is a permanent teacher in a secondary school, Dullu municipality. She expressed her disappointment in social network (Posted on 25 Sep 2020 in Facebook wall) that government has a provision of technical teacher posts who get two grades more. If the teacher has received distance training by radio in 1992 to 1995 then s/he can claim for two more grades. She is not a candidate but she expressed her opinion about the debate among the teachers. She has exposed out a symbol of influence and partiality in teacher management.

There are other influencing factors which are likely not person and institution but the major components of teacher management are influenced by those. The few factors are as follows;

Influence of Blanket vs. Bracket Approach

Bracket as a mathematical term being used in policy and program implementation field either directly or indirectly. The right use of bracketing helps to increase the result of the program and reduces in opposite cases (Prausa, 2017).

Care Quality Commission (CQC, 2017), focuses on avoiding restriction of blanket approach. It adds that there are differences among individuals, places and situations and one approach may not fit with others. Since there are several restrictions in the blanket approach and there must be another supplementary plan to reduce or to avoid those restrictions in the new place and situation.

It reflects that blanket approach is a general or comprehensive approach of implementation. All indicators or factors or tools in this approach are designed in average. It requires the highly capable implementing body. This requirement may not be available in all places (rural remote and urban) of Nepal.

Teacher management covers 11 steps from teacher preparation to retirement (Parajuli, Thapa and Sham, 2013). They focus on teacher education preparation, selection, job induction, institutional orientation, enabling and training, evaluation and promotion, transfer, and retirement but they are missing the salient components of teacher management. So, these all steps are not possible by blanket approach because no one can address issues in the remote places properly.

The same criteria applying in Kathmandu and Bajhang, Rautahat or Mustang is a difficult task. Availability of teachers, quality of teachers, and retention of teachers may be different in these different places. The factors attracting the teachers in the rural and remote areas are not enough. A head teacher respondent replied on my question,

“.... we have a vacant teacher post on secondary level in science. We did advertisement two times (15 days and 7 days) but no one applied. One person came to contact who had completed Intermediate in science, but Bachelors in science was incomplete. Basic level teachers were assigned to teach the classes. Salary for the teacher is freezing, student's classes are hampered and there is no alternative plan. School cannot pay extra money for the teachers who come from outside.” (KII, head teacher, Dailekh)

Blanket vs. Bracket approach draws a federal level problem and it can be addressed by the local level governing authority. The province government can repeat the issue of blanket approach if the leadership holds by the province. Both blanket and bracket approach of teacher management are in practice in Nepal. The experience tells that education policy is guided by blanket point of stand that the same rule and conditions to be followed in the country (MoE, 1971). According to SSRP, teacher recruitment under the Per Child Fund (PCF) is also same criteria in the country (MoE, 2009). According to national policy, the national standard is same over the country and the local authority is allowed to add more facilities based on rational.

At the same time bracketing in teacher recruitment and facilities is applied in the field. This is different from one school to another school. The criteria of teacher selection and salary benefits are different. Head teacher explained his situation in my concern. As he said there is a large number of students and few teachers in the school. He had difficulty to manage classes every day. Government is not supporting teachers from the last 10 years except there were two PCF teachers until two years back. So, he divided two PCF salaries into three and recruited three teaches at that time. Recently, he has recruited

three teachers from local fund and the salary benefits of these three teachers are different. His logic is availability of fund and obligation of candidate determines the things.

The cases above give a representative scenario of teacher management as problematic in numbers and in management as well. Teachers with the same qualification and same duties are getting different salary and facilities. They are teaching not for many years but their future is not ensured. They are not counted by the national system. Education national report (Flash report) explains that the number of reported teachers is more than the government teachers posts (DoE, 2017). So, beyond the approval of teacher posts, they are not eligible to receive government facilities like; uniform, leave facilities, salary increment, etc. It raises questions about their motivation, dedication, and preparation. But the interesting observation was that temporary teachers are more active than the permanent teachers because of their obligation. They want to continue the job and they are hopeful that they may be permanent in the school.

Coincidentally, an opportunity was there to interview a locally recruited teacher. She was very active in the school and used to be always among the students even in the break time. She replied my question about her motivation and preparation as follows,

"... there is no one employed in my house and I am the only one who earns. If I do not work here, my whole family cannot see a thousand rupee during the whole month. (KII, temporary teacher, Gamaudi, Dullu). Her saying shows that she is encouraged and motivated to work hard because of her obligation as well as students' love."

System is blanket and it cannot be different for Kathmandu and Dailekh or any other remote place. The nominal facility is not enough to motivate the teachers in the

remote areas. Government cannot add more allowance for remote staying and also cannot focus on preparing local level human resource. This kind of system is creating a despondent work environment among the teachers. Some teacher posts in the schools, various teachers in the same schools, locally recruited teachers are paid too less and the locally recruited teachers are maintaining daily schedule in the school. Science, Math and English subject teachers are not available in the rural area because they are not getting extra allowance and they do not get satisfied with the government scale. If they are in the urban areas, they can earn more with their extra tuition classes. Therefore, it requires extra allowances for such teachers in the rural areas.

Besides the aforementioned influences in core components of teacher management, there are other factors which influence teacher profession. So that other components like; professional development, evaluation, daily schedule run of school and internal efficiency indicators are influenced. Therefore, teacher management cannot give better result without addressing the following background factors which play important role in motivation.

Teachers' Basic Needs Influence Decisions

Maslow claims that every person is guided by five types of basic needs and these are; physiological needs (food and shelter), safety, love and belongingness, self-esteem and respect (Maslow, 1943). He believes that no one can move longer without fulfilling the basic needs to survive and to run daily life. Edraket et. al. (2013) argue that the internal and external motivations lead to job satisfaction even the internal motivation plays stronger role than the external (Genc & Yusal, 2017). They also emphasize on three different motivational tools for the employee like; economic, psychological and

organizational management (ibid). Maslow's understanding gives the knowledge that employees are always around these three factors either they are suffered or enjoying with these three things. The right address of the three things helps to keep employees motivated. Teachers were not exceptions to take decisions at all-time: meaning that they are influenced by their basic needs. The need starts from the time of selection and ends at the stage of retirement.

Shaughnessy, Moffitt and Cordova claim that the basic needs identified by Maslow are not feet in 21st century and there are more advance needs and requirements of teachers and students (Shaughnessy, Moffitt, & Cordova, 2018). Level of basic needs is not limited and it is being unlimited every day (ibid). Some years ago, mobile phone was not the basic need but it is a basic need for each teacher now. Therefore, it is time to review Maslow's idea of basic needs and address teachers accordingly (ibid).

Government has fixed salary and payments to each teacher and it is ensured by the policy, Act and rules. All about the job is set up with working hours, role and responsibilities and salary and benefits. The small gaps in the policy are creating problems like; the monitoring mechanism is not enough to see the work performance of each teacher and action against it. Similarly, the political and government changes create challenges to the policy provisions and implementation strictly. This shows that teachers are more influenced by their basic needs.

In an interview, school management committee member explained about teachers' living standard and social presentation from the society. He added a bit panic story of a teacher in his school,

“.... teacher is good in his subject, but there is always hand-to-mouth problem at home, wife and husband fight for financial issues mostly, the management at home is very poor and even not able to solve daily hand-to-mouth problem and hygiene expenses. He finishes his salary for paying interest and buying food and extra expenses.” (KII, SMC member, Gamaudi, Dullu). It means that the teacher is facing a financial crisis to maintain family needs, and he is not able to fulfill family needs with the salary he receives. This is a representative case and there may be many teachers facing similar issues.

Second interview was with that teacher. The teacher explained that he has five family members and he needs to take care of all them. He became separate from the joint family, he built a house in loan, and he started to pay *chakra briti byaj* (meter interest). He added,

“.....I earn 23 thousands in a month and I need to pay 19 thousands and five hundreds for interest. I am also trying to reduce the capital amount of loan. Since, I cannot save more money and even I am not able to wear a good uniform. Family members always cry for daily needs like; food, cooking oil, and other kitchen supplies. I will clear all loan in two years and then I will have better life.” (KII teacher, Gamaudi, Dullu)

This is an issue about a teacher and his daily life but it raises issues about school time, preparation and effectiveness of teaching learning in the classroom. This is a representative case about teacher's daily life but there may be similar cases in different schools. Teachers are suffering with different basic needs in both individual life and office life.

In some schools, there is no drinking water in the office. Teachers call students and ask to bring water from the nearest tap or source of water when they are thirsty. Teachers stay without eating any food even tea during the whole day in the school. Similarly, teachers are suffering with some basic needs like; economic problem, basic facilities in the school, social respect in the community, conducive work environment in the school, daily work load etc.

The explanations of basic needs above aptly fit with public school teachers. Besides the factors above, many other factors are affecting teacher's daily life and basic need is one of them. Basic needs effect very directly to the teacher's professional life. Teachers cannot teach with their empty stomach and bare hands. Many of the teachers in the society are dominated by their society members, coworkers, team members and even family members because of their poor economic standard.

Thus, basic needs are also influencing factor to teachers' daily life as well as his/her professional decisions. A holistic framework of teacher management prefers addressing basic needs of teachers first. Basic needs influence activities in the school as well as in the classroom.

Influence of Socio-Economic and Cultural Factor

In Nepali culture, teachers especially those of rural settings, mostly people live in joint families. They have their own family members including parents and other familial members. As a part of the culture and their immediate community, teachers need to get involved in diverse social costumes, rites and rituals. Therefore, besides teaching, they have more responsibility in the community and family. In response of unexpected absentees of teachers,

"....death in community and other emergencies are important than the regular duties in the school. If I do not attend the events then I must be isolated from the community. It is big punishment so that I priorities these events even my salary reduced (KII, teacher)".

As multi-cultural and multi religious society in Nepal, there are many social and cultural events during the year and teacher himself/herself needs to celebrate or organize each and every event and need to invite community people and relatives. This is common truth that schools represent the national economic status and also the local community culture. Teachers in the schools reflect the socio-economic status of the nation, community, culture of the community, social values and mindset of the people. There is gap in common and holistic understanding about teacher. Teachers are individual first and their perspective is self-centric and individualistic in case of daily life and living status. The government decides at the national level and it may not address these diversities so that it creates problems. There are individual differences among the teachers and cannot be at the same level in accountability and contribution. Individual factors affect at all time.

Education act, rule and policy are progressive, trying to be specific and trying to bound teachers from their multiple involvements and facilities. Both religious and cultural practices in the community are main reason of being absent in the school. One of the teacher respondents said that the government policy of funeral rites for two parents is not enough because he has a joint family with five uncles and he needs to treat them equally. He added,

“..... my father has five brothers and all brothers' residences are very close from each other. Still, we are like the same family and we share even cooked vegetable. I am the youngest son in my family. In my job tenure I have to face all events in the family like death, marriage, and others. So, it is not appropriate to attend school with different dress/uniform and also not possible to avoid school at all time. It's my worry to manage school duty and family relations” (KII, teacher)

The cases mentioned represent teachers and their experience to some extent. Still, there are several situations in which teacher management is strongly affected. Both in the urban and rural area teachers have similar kind of issues about the socio-cultural events. It is hard to be honest in both school duty and the community duty. When they cannot, they have to face bitter criticisms both in schools and communities. In reality, they cannot meet the requirements of school duties which lead the schools and schoolchildren suffer teacher absent and teachers' poor preparation for the classroom teaching.

The economic factor is also a determining element in the society. In case of rural society, teachers well earn compared to other people so that they are valued as rich people in the society and treated accordingly. But when these teachers compare themselves with the outer society and facilities, they always feel economic pressure. There are also endless needs of teachers. The society gives values to wealth or rich people. Since everyone run after wealth and try to be a rich people in the society, teachers find themselves having low income. During the fieldwork, one teacher replied about teacher facilities and satisfaction as,

“... I have parents who cannot work hard and I need to take care of everything. My wife is house wife and she spends whole time at home and farms.

I have three kids in which two go to school and the third one is below school age. My neighboring is sending his child in private school and it is a kind of pressure from my wife at home. But I am not able to save money from my job and I cannot send to both children in public school. It creates always misunderstanding between me and my wife” (KII, teacher, Dullu).

To sum up, the representative words about teacher's financial, religious and cultural position above indicate the difficulties to manage the teachers better in the schools. Also, the mindset of people in the community is difficult like; people want to send their children to the private schools even s/he is working in the public school. It is very hard to manage with the limited resources of the country. The government provisions of 98 days leave for childbirth for female teacher (Education rule, 2003) is difficult to maintain because of the limited number of teachers in the school. Also, the government has no provision of substitute teacher at the travail period.

Work Stress the another Influencing Factor in Teacher Decisions

It is an encouraging factor to drop out the post. The in conducive work environment and daily workload are the push factors from the job for like-minded teachers or competent teachers.

".....bihanbat beluka samma padhaunale taukai futla jasto hunchha ani kasari ramra kura socher padhaune. (KII, teacher during classroom observation, Dullu municipality). It means teacher suffers with headache because of overloaded teaching hours in the school."

During my field observation in a school, a female teacher was teaching in grade one, a small, cold and crowded room with 53 children that day. She was shouting loudly

and she was running this and that corner during the observation. She seemed too tired, lips dry and children were making noise around to her and it was 2.00 o'clock of the day. She had to continue the class up to four o' clock with the same class and the same students. She has to teach (in her words) more difficult subjects like; mathematics, English and science.

I found that teachers are tired, mostly wrinkled, disturbed and they are in very serious mood. In both interviews and FGD, teachers replied that they have several challenges to fulfill the authorized tasks. One teacher shared with me about his work load and school environment that he needs to teach seven periods in a day and some classes are very large with more than 50/60 students in a congested room, so noisy, and student are un organized. He added,

“.... not only classroom situation is frustrating but also head teachers behavior is frustrating. I do not know about the ongoing activities in the school, I asked some materials and to repair my classroom but not addressed by the head teacher. There is not a chair to sit in the classroom and not a table to keep teacher belongings. Since, I feel that I am not counted as a team member in the school (KII, teacher, Kathmandu).”

In another case, teacher respondent said that he is ruled by head teacher in the school and ruled by parents at home. Since, he needs to fulfill household activities at his free time at home. He is in triangular pressure of parent, wife and children so that he cannot manage time to be relaxed and hangout from rush. That's the reason of being disorder in uniform, lesson plans, and management at school.

According to Atmaca, work overload of teachers' can cause stress and the way teachers respond to prolonged stress may cause teachers to experience burnout (Atmaca, 2017). She explains that the integrated workload like; classroom management, identifying student's behavior, caring students, lesson plans, and the difficult task is ensuring students' learning achievement are major cause of stress (ibid). She adds large size of classes in the developing countries and the students' diversity are additional causes of stress. She includes the government system of education and existing school environment also play the vital role (ibid).

In this research, teachers shared the similar content and issues about their stress. Research findings show the diversity of teacher management in the schools. A teacher in Namuna Secondary School of Garuda municipality shared;

“.....I am taking four periods continue and have not eaten snacks. Class preparation, noise and student behavior are tuff task. I feel my head as a ball (KII, teacher, Garuda)”. Large number of students in the classroom and also the multi levels of students are difficult to address by a single teacher in the classroom.

A school observed in Kathmandu valley, there are five/six students in a class and each teacher is spending two to three hours in maximum in the classroom. The rest of time they are free. So, they are not stressed because of the workload in the school. They are involved in multiple businesses like; land broker, shareholder of any business, running private school, restaurants, publication houses or working with political parties. These are the major causes of stress because they are competing in property, monetary and social respect in the society. If the teachers are stressed in such an environment, they are not stressed because of school environment and workload.

The reasons of stress in other research schools in Rautahat, Dailekh and Makawanpur are different. Teachers are taking six/seven periods every day, class size are very large with 60/70 students, students are from very different background or student diversities and there is no day meal available in the school. It means they are stressed because of school environment and teaching workload.

So, these are some of the representative cases of teacher stress. Many teachers in the community schools are stressed because of their workload and school environment. It is hard to see the quality of education where the teachers are in work pressure and stressed. Since, a systematic teacher management framework may be a better solution to provide teachers based on school need and to reduce work stress.

CHAPTER VI

Stakeholders' Perspectives about Teacher Management

In response to the third objective of this research, this chapter explains the stakeholders' perspectives towards the teacher management. It covers individuals and institutional outlooks, suggestions or expectations of different for the better framework of teacher management in the Federal System of Nepal. It answers two questions: the first question concerns the entrusted authority to executive the teacher management components, and second focuses on the system and process of executing the components.

I found that the stakeholders were more concerned about teacher recruitment and transfer as well as training and evaluation process. Their perspectives are divided in regard to the four components mentioned. Regarding executing the teacher management role, the two extreme points are that some stakeholders emphasized the local government and some other stakeholders emphasized federal government. Very few informants suggested that province government should take the authority of executing teacher management in the country.

Teachers and even other stakeholders are not totally satisfied or dissatisfied with the component so that they have some suggestions and expectations to improve the system and process of execution of any component. Different stakeholders of school education have their own responsibilities and willingness to work with it so that they are seeing more practicable and accessible process of teacher selection, recruitment, transfer and professional development.

Contrary to the stakeholders' perceptions above, I noticed the government is using the main guiding document for teacher management is Federal Education Policy – 2019.

Below is the teacher management presented in Federal Education Policy;

Table 14: *Teacher management in federal education policy*

Objective (8)
Maintain educational good governance ensuring professional qualification, competency, honesty, dedication and accountability of teacher and work force (8.8).
Strategy (9)
Manage, competent, qualified and qualitative human resource (article – 9.18)
Training for all teachers working in community schools, update recent teachers competency and competency base promotion (9.19). Ensure subject teachers in schools (9.20)
Attract talented from university (9.21).
Policy and working policy (10)
Research base curriculum for teacher preparation, development, training and evaluation (10.25.8)
Provision of teacher registration no. and teaching license (10.32)
Provision of teacher code of conduct and teacher confederation (10.37)
Teacher is obedient towards head teacher (administrative) and towards students (for learning) (10.39.1)
Set national competency of teachers and follow in preparation and professional development (10.44)
Entrusted implementation authority (article - 11)
Federal government sets all standards and policy requirements (11.1.4)
Province government runs all standards of school teachers set by federal government and updates records (11.2.4). Also, develop professional development curriculum, materials and conduct training and monitoring in schools (11.2.12)
Local government is responsible for redistribution of teacher posts based on national standards (11.3.15), teacher awards (11.3.26)

The table above shows the coherence among three tiers governments about teacher management in Federal System of Nepal. By that, the Federal government is

more responsible for developing standards and policy, province is responsible for overall implementation and the local government involves in redistribution of teacher posts and awards them. It means the central role of the previous system is shifted to the province and easier to manage in smaller size and number. But the local government is still not entrusted to teacher management.

The field responses are not supporting the policy provisions above. There is division among the informant stakeholders.

The expected teacher management authority for the federal Nepal is as follows.

Table 15: *Informants perspectives on expected authorities*

Informants	Federal	Province	Local	Trg. center	TSC
Teachers	Recruitment	Monitoring	Monitoring	Professional	License
	Evaluation	Supervision	Supervision	development	Selection
	Retirement		Transfer		Promotion
Head teachers	Recruitment	Monitoring	„	Professional	License
	Evaluation	Supervision		development	Selection
	Retirement				Promotion
SMC members	Retirement	-	Recruitment	Professional	License
			Evaluation	development	Selection
			Transfer		Promotion
Development partners	Retirement	Monitoring	Recruitment	Professional	License
		Supervision	Evaluation	development	Selection
			Transfer		Promotion
Gov. officials	Retirement	Recruitment	M and E	Professional	License
		Evaluation	Transfer	development	Selection
					Promotion
Journalist	Retirement	M and E	Recruitment	Professional	License
		Evaluation	Transfer	development	Selection
					Promotion
Educators	Retirement	Evaluation	Recruitment	Professional	License
			Transfer	development	Selection
					Promotion
Political members	Retirement	Evaluation	Recruitment	Professional	License
			Evaluation	development	Selection
			Transfer		Promotion
Students	Retirement	Evaluation	Recruitment	Professional	License
			Evaluation	development	Selection
			Transfer		Promotion

The table above explains the gap between the existing teachers, head teachers and other stakeholders on teacher management. Teachers have expected federal control in major components like; recruitment, evaluation and evaluation. Head teachers follow the same ideas of teachers but the parents and political members have different mindset and they have expected local body should control on teacher management. The respondents were of the opinion that training institution and TSC perform specific roles for professional development and TSC is responsible for three major components (license, selection and promotion).

Journalists, development partners and educators expected local government to involve in teacher management particularly recruitment, transfer, evaluation, monitor and supports. It shows a gap between teachers and officials vs. other stakeholders like; journalists, development partners, political members and political leaders. Teachers and officials have preferred existing situation that they are afraid of the changes and more comfortable in the existing situation.

“...aafai ta samalin sakeka chhainan, yetika teachers ko jimma liyer sthaniye taha le samalna ra tinko bebastha garna sakne ta sambhabana nai chhaina, na ta bujheka manis chhan teha na system nai baneko chha, kunai ramra nagarpalika haru ma samvab hola tara hami kaha ta khai” (KII, teacher, Dullu municipality). It means there is not established system and known bureaucrats who can lead the teacher group. There may be few municipalities which can manage teachers but my municipality may not able to manage teachers. So, the schools and teacher management will be worse in the future.

Similarly, DEDCU officer added his ideas in the same line that he is doing best with limited resources left in the office;

“... there is no system in the local levels, no enough and capable human resources to manage teacher related activities and enough resources. They took all records and limited resources from DEDCU and dump there which may not in use on time and effectively. So that the best idea is to mobilize DEDCU as a district level coordinating and lead institution for teacher management”. (KII, DEDCU head, Hetauda).

Quantitative data collected by survey is not different from the qualitative data collected by interviews and FGD. The following table gives the result of quantitative data obtained from survey.

Table 16: *Stakeholders' verdict on teacher recruitment, transfer, evaluation*

Informants	Recruitment			Transfer			Evaluation		
	Fed.	Prov.	Local	Fed.	Prov.	Local	Prov.	Local	HT/SMC
Teachers (215)	78.1 %	17.2 %	4.2 %	86.5 %	4.7%	8.8%	79.1 %	9.8%	11.2%
Head teacher (23)	21.7 %	39.1 %	30.4 %	52.2 %	21.7%	17.2%	60.9 %	39.1 %	8.7%
SMC people (25)	24%	8%	68%	-	28%	72%	4%	32%	64%
Dev. Partners (21)	-	-	100%	-	9.5%	90.5%	4.8%	81%	14.3%
Gov. officer (41)	31.7 %	46.3 %	22%	39%	12.2%	51.2%	63.4 %	19.5 %	17.1%
Journalist (15)	20%	33.3 %	46.7 %	-	40%	60%	20%	46.7 %	33.3%
Educators (27)	-	40.7 %	59.3 %	-	18.5%	77.8%	25.9 %	70.4 %	3.7%
Political members (78)	24.4%	16.7 %	59%	21.8 %	11.5%	67.9%	11.5 %	39.7 %	48.7%
Students (55)	5.5 %	18.2 %	76.4 %	3.6 %	10.9%	85.5%	23.6 %	60%	16.4%

(Fed. = Federal, Prov. = Province)

The table above shows that teachers are supporting federal and province government for teacher management. But other stakeholders are expecting local government as an entrusted authority for it. For example, 78.1% teacher respondents suggested the federal government should take the authority in this regard. And a few i.e. 4.2% teachers expected the local government. This pattern is same with the other components also. It means teachers are used to the existing system and they do not want

any shift. For them, the local government authority is new and not well set up. They showed some fear about job security and frequent interference by the local government.

At the same time, 59% political members expected the local government as an entrusted executive authority and 24.4% respondents supported the federal government. Similarly, all 100% development partners expected the local government and 76.4% students preferred the local government. It means they are not satisfied with the existing situation of teacher management and they are looking structural change in teacher management. Their logic is, local government is close to the schools and it can monitor and support the teachers as it is needed.

The trend shows that teachers expected the federal government for recruitment, transfer and evaluation which are observed key components. Local government people, parents, SMC members, development partners, and few politicians expected local government's control in it. Government officials of different levels (federal, province and local) focused on the level government they work for should be a decision maker. Journalists, and few politicians preferred the shared role of three tiers governments in overall teacher management.

The reason of different expectations for teacher management is that (a) teacher recommended the existing federal control because they are comfortable with the present situation and feeling of safe. They also felt that there is no one at the local level to make decisions against them. Development partners, educators and SMC members preferred local government as a decision maker is the reason that they are not satisfied with the present teacher management system. They believed that teachers are not accountable towards the quality of education which demands local control. Similarly, the government

officials of different level are looking for their existence in power so that they are always in the center of teacher management.

Common Perspectives among the Respondents on Teacher Management

This study shows that the following six points of consensus for teacher management are:

First, TSC is an agreed institution to ensure the quality of license, selection and promotion. It is trusted and appreciated by all stakeholders even respondents had some suggestions about the test process and questions. One of the head teachers' comments is enough for knowing their perception on teacher management. It goes,

“.... TSC is one of the reputations of our profession. If there is no TSC then the whole situation would be like temporary teacher selection in community schools which are never ending debates, hard to decision making, disturbing school classes and blaming to one another”. (KII, head teacher, Kathmandu metropolitan city)

Second, teaching license provision is agreed by all for teacher selection to avoid unnecessary influence.

Third, local government's involvement in regular monitoring, supervision and supporting are accepted by all respondents. It means local government is accepted and welcomed as a supportive body. A teacher shared:

“...school lai jati pani sahayog ko khacho chha, local government ka manis din kai aayer rekh dekh a sahayog gare pani hamilai ta faidai hunchha”
(KII teacher, Garuda municipality). It means local government people can visit school every day and they can support in school activities.

Fourth, a separate institution (NCED or training academy) is accepted for teacher professional development and its' regular training and delivery concept to enable the teachers. In this regards, teachers, development partners, journalists and educators are focused on demand base training concept.

Fifth, temporary teacher selection and recruitment at the local level is highly influenced by power and authority. But they agreed that better option of temporary teacher selection is required by the local government. A respondent shared his view like,

“.... powerful person and authority are utilizing this option of temporary teacher recruitment in public schools as to employee their supporters and family members. So that there is delay in recruitment, may not recruiting competent person, and finally it is a burden for head teachers that they are not able to mobilize according school schedule.” (KII, development partner in multi grade multi-level (MGML) program, Kathmandu).

Sixth, respondents shared the common version that the ongoing transition period is another barrier in teacher management. The federal, province and local governments have not declared their education policy, Act, rule and strategic plans so that the phasing out education policies are active and contradictory with the constitution (2015) and education policy (2019). The local government is not legally entrusted to implement its constitutional authority about teacher management.

Perspectives of Stakeholders on Teacher Management

The respondents were divided in their expectations for teacher management. These divided perspectives have been depicted in the following four cases.

Case – 1

“.... teacher ko yetro network and management ekai patak stahniye tahalai jimma lagai dine ho vane ta sabai khattam hoijala ta, ahileko jastai management garna sakne k tagat chha ra yiniharuma, yiniharulai siknai dui tin barsa lagla. It means the present situation of teacher management will be worse if the local government take this responsibility because they are not enabled and empowered enough. Besides, they have not strong system at the local level and it takes about two three years for the structural set up.” (KII teacher, Garuda municipality).

Case – 2

“...sarkar tadha vayer masterharu kasailai natedhne bhaye, padhaye pani vo, j gare pani vo, tesaile aba sthananiye tahale jimma liyer yiniharulai kadai nagare samma skulk o padahi ramro hola vaner nasochhe pani vo, tesaile mukhye jimma sthaniye taha ko hunuparchha. It means teachers are not supervised well by the central government so that they are less accountable to school duties and free with their individual matters. This is main reason of poor quality of education in the community schools. Since, local government is the right alternate to manage teachers better because it is closer” (KII, SMC member, Dullu municipality)

Case – 3

“...main vumika ta local level ko nai hunu parchha ani matra teacher haru kam garna badhya hunchhan, tara local level ma pani aabshyak anuvab ra srot sadhan ko avab vayekale tin taha ko sakar nai miler kam garnu parchha,

kendra ra Pradesh ko pani mahatwopurna vumika hunuparchha. It means, three tiers governments need to work together, share resources and support local level government and then it is possible to see better results.” (KII, political leader, Nepali Congress)

Case - 4

“....*kunai tayari nai nagarer DEO ma vayeko sabai sadhan srot haru sthaniye tahama diyer jhan shikshya bigriyo, teha kam garne karmachari chhaina, anuvab chhaina, kehi system chhaina, kati garo chha, yesko samadhan vaneko DEDCU lai province ko mathat vaye pani rakher sthaniye taha lai sahayog, samanoye ra anugaman garne kam dinu ramro,* It means DEDCU is important for ever even it may be fitted in province structure that the central government ordered to handover all resources and documents to respective local government and now DEDCU has no enough human resources as well as other. But the teachers visit the DEDCU for any kind of support because the local governments have not system, ideas and practices of teacher management.” (KII, DEDCU coordinator, Makawanur)

Institutional Arguments - Everyone Looking for Role and Authority

Stevenson and Haberman (1974, 1987 & 1998) explained about selfish theory and they explained from *upanishad* (a Hindu religion book) about the caste system in Hinduism. They explained about Brahman character, the relation with other castes, work division, caste domination, and superiority. It means people are self-centric and they think about own self at first and then for others. Similarly, Pianka (2012) cited Nietzsche's idea that human nature is fundamentally flawed or blemish. Pianka explained

that human nature is not originally complete; they cannot think for others first and they are not altruism. Individualistic people think first about themselves.

There is smell of selfish perspective in all stakeholders' perception like; teachers, politicians, local government officials, community people and teacher associations. Particularly, stakeholders are divided on teacher's recruitment issues, transfer authority, identity, job security, and finally teacher management authority. It looks like there is fear among the teachers about their job security. Also, teachers have doubt about the capacity of local authority either they can support, monitor and manage the teachers respectfully or interfere only.

According to federal constitutional concept, federal ministry, province ministry, TSC and local government are the main actors in teacher management in federal system (Federal constitution, 2015). Center for Educational and Human Resource Development (CEHRD), CDC and DEDCU are technical, administrative and managerial agencies as well at the center level.

Continuity of existing power and authority - Federal government

It is difficult to give up power and authority. MoEST ministry was holding overall power of teacher management before the federal system. At present also they want to hold ultimate power of teacher management even micro level decisions. Their logic is that the local government has not competent human resource to run the teacher management and they are not able to lead the teachers. They added that the local governments have not developed any act, rule and development plans and also not implemented till now. One of the respondents shared;

“... local government can facilitate the schools and teacher management like; they can organize short term training, supportive monitoring, and resource support and can work with the province and center jointly in teacher management” (KII, joint secretary, MoEST)

He added that it is difficult to gain trust of teachers by the local government because they are intellectual persons and they are already permanent in their posts.

Another idea shared that the accountability of teachers is poor. It is because of the lack of decision-making authority immediate to the school in the local context. Since, the provision of constitution (2015) is appropriate that the local government can supervise and can make decisions from the close. The increasing level of accountability of teacher ensures the quality of education. He added,

".....sabai dicision center bat hune vayeko le local laiterne kura vayen, ani je jati padhaye pani vo. Tehi vayer bigriyo. Aba local government le sabai decision garne ho vane kam nagari sukhai chhaina (KII, section officer, MoEST).

It means governance at the school level went weak because of central level decision in key components of teacher management so that the lead of local government helps to mobilize teachers properly and to improve the quality.”

Also, his idea is the central government can play a supportive role and ultimate decision-making role at the national policy level where local government must have an executive power to decide on core components like; recruitment, transfer, evaluation and departmental actions.

Teacher Service Commission (TSC) respondent shared an integrated form of teacher management. He claimed that no one is perfect for any of the single action of

teacher management. Like; multiple involvements are needed for licensing, selection, recruitment, evaluation and promotion. He also suggested focusing on teacher preparation and its' requirements, quality of teacher preparation colleges. According to his idea, teacher evaluation and promotion is possible better when SMC, local government, province and federal government involve jointly but ultimately the local government is an appropriate to make decisions.

In a nutshell, it was the gist of the respondents that the federal institutions focus on capacity building of local governments and ensure the availability of resources. Also waiting for completion of education acts, rules, and policies at the center level then the local level governments start to follow it. Province is more reliable governing unit for teacher management. Finally, the federal government is in dilemma about following constitutional provision appendices 8 and 9.

More decentralized and applicable authority - Province government

According to national education policy (2019), state government in the India is responsible to recruit teacher and then deploy in the schools (Ministry of Human Resource Development, India [MoHRD, India], 2019). At the same time many of the states are practicing teacher recruitment from districts and then deploy from the school complex (ibid). It means the state government plays important role in teacher management and state holds autonomous power about teacher management. State works on uniformity of education system and quality in the state level.

The Indian practice is prioritized by the province level government in Nepal. It is true that India is doing it because it is two tiers governing system and the states in India are authorized to rule over the districts and gram panchayats (local level). India is close

and the Nepali authorities are being influenced even there is conceptual and constitutional differences between these two countries that Nepal has three tiers governing system and India has two only.

Researchers explain that the teacher management roles are divided among the different levels of government. Teacher training is a shared role among federal, state and local government in Brazil while county and federal government are responsible to provide training in China also (Shin, Iyengar & Bajaj, 2013). They added that there are particular differences between the two tiers and three tiers governing countries. Local level is more entrusted authority for teacher management in three tiers governing countries (ibid).

In this research also, informants at the province level showed their interest to hold major responsibility in teacher management. Their logic is that overall responsibility of running basic and secondary education by the local government creates gaps among one to another municipality and the quality goes down. One of the respondents at the province ministry shared that the province can play important role in teacher management efficiently and it is uniformity among the local governments within the province. He added,

“... in my opinion, municipality and rural municipality cannot manage teacher because of limited resources and political conflict. Even there is not enough technical experts to lead the teacher components. Very few local governments can perform better but most of them will face challenges. It can be possible in the future when local government involve in implementation role.”
(KII, under-secretary, social development ministry, Bagmati province)

There is similar voice of employees in other provinces. A respondent section officer working provincial education office in the Karnali province shared,

“...Federal government is far from the local governments and all local governments are not equally capable, resources and system built. Also, if the local government is sovereign then there will be differences from one local level to another which is more diversified and difficult to manage. Since, province is a right authority to manage teachers and to lead the local governments.” (KII, section officer, *Karnali* province)

Officials working for the province government claim that the federal government is far and it cannot deliver the service, and the local governments are not enabled and capable to run the teacher management components so that province government is an appropriate entrusted body. Their ideas are; local government is too small to run the whole system of teacher management and center is too big and far from the field so that difficult to implement. They saw province as appropriate in order to develop implement system mentioned in annex 9 (constitution 2015). Critically, they also want to hold the power and rule over the local governments.

District can be representative authority among the local governments

Constitution (2015) does not recognize the DEDCU where the previous district education office is working as DEDCU in this transitional period. Since, DEDCU people have various perceptions like; someone like to continue it as a federal unit in the district level and some people in DEDCU prefer to merge with the province government and run as a unit of province. There is another office Social Development Office (SDO) established by the province government. DEDCU and SDO people do not have clear

observation about the role of teacher management but they have some ideas like; DEDCU and SDO can be merged and can be a district office of the province government.

Since, it can work better on teacher management at the district level which is a coordinating unit among the local government and also a reporting unit of the province government. DEDCU people have some bitter feeling about the power bargain with the local government and the relationship with the province government. DEDCU people are limited in the transitional period that teachers are coming to DEDCU for all types of administrative works. Since, they are thinking about the continuity of that role.

DEDCU Kathmandu suggested fitting this institution in a permanent and productive ways;

I think, better to fit DEDCU in the province structure and not under the federal structure. Federal setting creates overlapping and gaps in the field “KII, DEDCU, Kathmandu”

So, respondents suggested that DEDCU is important to run the education system at the district level. Not only for teacher management but for overall educational management at the district requires the important role of DEDCU. His logic was that district itself is wide and many schools come under it. So that, it is easier to monitor and evaluate the teachers. He added that teachers accept the monitoring and managerial role of district rather than the local level. Also, DEDCU respondents shared that province government can be the line agency of DEDCU. Both level of agencies can work together to manage teachers better within the province level.

In fact, the teacher management is a part of either the local government or the province government (Constitution 2015, annex 8 and 9). DEDCU is possible as a district

office of province government. DEDCU people's dilemma will go no longer and will be clarified when the federal education acts, policies and rules will be developed and implemented well.

Local government - Most reliable alternate to ensure the education quality

Constitution (2015) has declared the overall role of teacher management at the local level (Appendices – 8). School Management Committee (SMC) is active from long ago and contributing at the school level management and monitoring (Education act. 1971 and education rule, 2003). SMC is responsible to monitor teachers, evaluate, select for training, and to support them.

Local government people are excited to implement the constitutional provision about the secondary level education. One of the respondents shared that she can manage schools and teachers better because of easy to reach in each school, easy to know each teacher, easy to monitor every teacher's class etc. The ward level structure of municipality and rural municipality can involve in monitoring and record keeping perfectly. She emphasized that strong monitoring by the local government helps teachers to perform better in the schools.

Mayor's ideas supported to the idea that the local level government can monitor closely. Local government can do justifiable decisions on teacher's performance; payment by results and an obligatory as well as conducive work environment in the schools. Local government can support with maximum resources to each and every teacher and also the training opportunities can be created more at the local level.

“...the federal management of teachers and poor possibility of monitoring encourages the poor work environment in schools. So, local government is an

appropriate body to support and to manage the teachers properly.” (KII, Garuda, municipality)

Mayor's ideas were to involve TSC in licensing, teacher selection and promotion of teachers with the direct relationship between TSC and local government. So, teachers work to ensure their work performance under the proper support and supervision of the local government. The federal and province governments need to secure the necessary budget for the schools based on the local government's proposal and need. He added,

“....kendra sarkar tadha vayekale school ma padhai ramro vayen, teacher haru o ramro bebastha vayen, feri province lai school jimma diyo vane pani yestai ho, kehi ghatne wala chhaina, teacher le hamilai terdainan ani ustai hunchha, school ko halat” (KII, mayor, Garuda municipality). It means teachers are not accountable because of poor monitoring and follow up of central system and it will be the same with the province. Since local government is the best for enough support and monitoring in schools because of close distance.

Similarly, the education officer in the municipality in Garuda, claimed that she can manage all components of teacher management like; recruitment, monitoring, evaluation, training, departmental actions, and retirement process. Also, she added that the federal and province control in teacher management paralyses the local government's capacity and energy. Teachers do not follow the local government's instruction even their monitoring is meaningless in the schools.

Local government respondents claimed about issues of teacher management are; professional ethics of the teachers, lack of personal commitment and accountability, and problem in strong implementation of plan are major problem in teacher management.

These are possible by local government with the close monitoring, supervision and necessary supports.

In gist, education act (1971 and its' 8th amendment) ensures school management committee (article 12), rural education development fund (article 12 kha), village education committee (education rule 2003, article 21), community managed schools (article 22), and TSC 2001 article 32 reserves the right of the school supervisor. It is the discussion that the assigned authorities are not enough to monitor the teachers and to ensure the results. Since, the local government people are aware about the constitutional provision and they are excited. They are committed to allocate more budgets for the education sector and to make the teacher management better. They are confident that the decision-making power at the local level helps to support teacher and to make them more accountable towards the duties also.

Looking meaningful entry in teacher management - Teacher confederation

Teachers and their leading organizations expecting more roles and responsibilities about teacher management basically they want to involve in teacher's professional development. Also, their participation in decisions making at all levels about education and teacher related issues.

One of the respondents shared,

“.....government need to accept teacher confederation as a decision making partner. Teacher union can provide better contribution in developing teachers' professional development like; workshops, training and motivation lessons. So, if the government provides that role to us, we can mobilize teachers better. If the government ignores us and tries to mobilize normally is not possible.

Teacher confederation always stands for teacher's rights and facilities" (KII, teacher confederation central committee member)

Respondents of teacher union and teacher confederation expressed their ideas focusing on teacher profession, their job security, facilities and uniformity. They said that teachers are most oppressed among other civil service holders and it is necessary to upgrade their facilities. The work load of teachers must be reduced, school facilities to be improved and create conducive work environment. All of the respondent's perspective was to introduce teaching as a prestigious job in the society. They added that the payments, life standard and institutional environment determine these things. Since the government must focus on improving the school facilities and economic benefits. They want continuity of federal authority for teacher management as possible and they indicated that the local government is not able to support and to manage teachers. One teacher shared;

"....local government lai diyer jhan chaupat matra hola vanne dar, yaha ta tero mero matra hola, khali purbagraha matra, , ani jo pani school ma aayo, rato lagayo gayo, mana napareko teacherlai daraune kam matra." (KII teacher, Dullu municipality). It means local government is not bale to lead the schools and teachers. They do not have enough human resources even their own office is not well managed so that they just use power, come to school and mark the teacher who is not supporting them. It is a kind of fear factor only

All these ideas of teacher union representatives claim that they want to play an active role in teacher management particularly in decision making at the policy level as well as teacher training and enabling. So that they can mobilize their teacher wings at

different level and can contribute in teacher management better. Also, they want the continuity of responsibility of federal government in teacher management because they do not believe the local government can handle the academic aspect of teacher management.

Basically, the provision of teacher association is to secure professional rights and job security. National Union of Teachers (NUT) established in 1870 in England and it was focused on payment issues and controlling issues (Mccollow, 2017). There are different forms of teacher unions in different countries but the motto is collective bargaining for rights and facilities (ibid). At the same time, management of teacher union is different in counties. In some cases, teacher unions are involved in professional development as well.

According to Ben Levin (2010), there are strong teacher unions in top performing countries which play important role in decision making about education system and management (Bascia and Osmond, 2013). Teachers themselves are better representatives in the formation of rules and regulations (ibid). Teacher federation and association in Nepal also guided from international labor act. Teacher union in Nepal is very strong and it has influencing history in the past. But the problem is that the teacher union and representative organizations are not able to play important role in teacher management in Nepal as it was envisaged in their official documents.

Individual Opinion Makes Sense - Highlights

Individual difference is one of the interesting parts among the similarities. Mitzi, and Louise (2014) explained that a person is a smallest unit of the most bottom unit. So, individual is an important player to implement the policy. Then institutions stand after in

policy making and implementation. They add that stakeholders are the recipients of policy so they must be addressed properly, known better and involved. They share one example about the Wal – Mart that managers of this retailer survey consult and involve each stakeholder before launching new brand or any rule (ibid). Some representative reflections of informants are as following;

Case – 1 Shift to local may be worse, Head teacher

It was interesting and beneficial to see head teachers in all schools at the research time. Also, they were recruited by the unitary government and they were permanent. They have been involved in different groups and associations also. Research finding about the teacher management in their respective schools is that they follow work division, coordination, and monitoring, sending teachers in training and necessary support to the teachers. These are the obligatory responsibilities of head teachers and it shows that they are limited in teacher mobilize.

Some of the important components of teacher management are not addressed by them. One among the Head teachers of the schools visited replied that he does not care about teacher orientation, team building, classroom monitoring, supporting materials required by the teachers, and selecting appropriate candidate for the training. He added,

“...naya aayeko teacher lai subject jimma dine, talimma mathibat tokerai bolako hunchha pathaidiyo,ani administrative kam garyo, aafno jimma ko subject haru padhayo, yehi nai dherai hunchha, niyam ma lekhe jati kam ta kaha garna skinchha ra, khasai adhikar pani k chha ra.” (KII, head teacher, Garuda municipality). It means, head teacher is not much responsible in practice because

most of things are decided by district and center so that s/he is responsible to allocate subjects to teach, allow to daily attendance and release for training as it is selected by the authorized body. More focus on administrative work so that not possible to fulfill all authorized roles

He added that he cannot do any action upon the teachers because teachers are permanent, recruited by district and they are supported politically. Similarly, local government people are close and resourceful to support the schools. But it may take time because they are not well established, no human resources, not system built at and even they may not have ideas about teacher management. Their supervision is not efficient even.

It shows that head teachers are not able to follow the holistic cycle of teacher management at school level like; orientation, monitoring, supports and evaluation of teachers. His recommendation was the federal government to carry out core components of teacher management. He does not have a trust the capacity of local government, and it means he is afraid of losing his comfortable zone at present.

Case – 2 We are not counted, A temporary teacher

Education rule (2003) ensures the right of temporary teacher recruitment (article, 25 cha). Similarly, federal education policy (2019) ensures the right of temporary teacher recruitment (article, 10.30.8). It clarifies,

“...if the recent number of teachers is not enough to run the classes efficiently, then province and local government can recruit teachers from their own source and it does not add financial cost to Nepal government.”

MoEST report explains that there are various categories of teachers in the schools. So, the categories of teachers are one the challenge to ensure the quality of education in the schools (MoEST, 2017).

The four findings from literature discussed above have accepted the categories of teachers so that I felt worthiness to cover a temporary teacher in this research and to explain here her reflections as follows,

“... ma primary taha ka lagi rahat darbandi kotama niyukta vayeko hu, niyukti vayeko 11 barsa vayo, school ma pani nikai samasya chha,, ani class chaluwan ajhai dui jana teacher chahinchha, aba hami kahile sthayi hune, sarkarle kahile process garne ho, baru sthayi garne kam chhito gerer chahine jati teacher diyeko vaye hune thiyo. Local government le jimma liyeko vaye chhito hunthyo ki.” It means, he is working for 11 years as a temporary teacher, there is only one permanent teacher in the school and too few teachers to run the school, the permanent process is always delay and not fulfilling the teacher posts. So, the local government can be the solution to address teacher need in the school as well as our job security (KII, temporary teacher, Dullu municipality)

Similarly, a teacher recruited by local fund shared,

“... I spent seven years in that school as a teacher. I am not counted as a teacher in training opportunities and other facilities by the government. Only the ngo training are available for me even I need to teach as equals as other permanent teachers in school. ...nachahiyeko vaye malai narakhe pani hune ki ta sthayi garidinu parne (either ensure my job or say bye bye). So, the teacher issues in the schools are never ending problems for quality of education. The central

government became failure to manage it properly and also the province may not be able to address. *Khai sthaniye le kehi garchha ki* (lets' see local government can do or not). Until the teacher management addresses properly the quality of education cannot see in the community schools. (KII, temporary teacher, Nagarjun municipality, Kathmandu)

The above cases indicate that the local government can take actions fast than the existing central system. Here seems their vested interested with logic that their job may be secured soon because of small territory of local government. Local government has fewer burdens to manage teachers so that it can be early. It is related with the education policy article (10.30.8) where the local government can recruit teachers as it needed in the local level.

Case – 3 Local government's leadership is a thrust of federal Nepal - Politician

For me, it was more curiosity to hear from the political leaders because there was not much information in their election manifestos and party's byelaws (Chapter – 3) about the teacher management. I followed four major party leaders that Nepali Congress (NC), Nepal Communist Party (CPN), Nepal Majdur Kisan Party and Rastriya Janta Party (RJP). The gist of their perception towards the teacher management in federal system is divided into three perspectives like; one group argued the independent role of local authority, next one explained the mixed role of province and local government and the third group recommended the balanced sharing among three tiers government. Meanwhile, one among the political leaders interviewed shared,

“...this is federal system and it is three tiers federal system where the local government is different and unique than others even the election system is

presidential. It is recognized as a government by the constitution (2015) and the educational roles are clearly defined in appendices 8. So, there is no point to reduce its power and try to involve other level of government in teacher management. He added, private schools in Nepal increased rapidly because of failure of the community schools. And community schools became failure to perform better because of teacher management and teacher motivation. Teachers are poorly accountable and motivated because of central level management system. So, the best solution of all these issues is teacher management by local government.” (KII, political leader, NCP, central member)

He was confident the majority local governments can perform better and few others cannot. But there is an opportunity to learn from better performing local government and also public pressure makes it possible to perform better by each and every local government. He added, local governments deserve right to increase facilities for teachers, motivate them, keep them accountable and apply departmental actions if teachers are not giving better results. This condition and authority of local level ensures the quality of education.

During my interview with him, a politician who was not totally agreed with the aforementioned perspective but he had also comprehensive ideas in this regard comments as follows.

“... I spent my 35 years in political movement and involvement different protests. I led the student wing of Nepali congress for five years. I demanded quality of education in the community schools. There are many amendments and changes in education Act and rules also but the quality of education is not

satisfactory. In my perception, the quality of education is bracketed by teacher management issues and physical facility problems. Now, I hope the new federal system of governance may be the right solution and time to address the teacher management issues. Three tiers governing system may be challenging to maintain the balance in teacher management. But the right mobilization of three tiers government may be good start up where local government can lead the teacher management. Province and federal governments' meaningful involvement and support plays important role. He also added that local governments must be enabled and empowered before providing them authority.” (KII, former president of Nepal student association and central member of Nepali congress)

Case – 4 Good governance is possible by local government - Development partner

More than 140 I/NGOs are working in education sector in Nepal (SWC, 2017). Also, 61 organizations working in teacher input directly and indirectly (ibid). Particularly, development organizations are focused on teacher enabling and providing resources to the schools. Teacher enabling or their professional development is a part of motivation also. Development workers mentioned teachers as a core component to improve the quality of education or improving the student's learning achievement (UMN report, 2001). Save the children focuses on teacher training on child friendly teaching and learning practices in the classroom.

Development partners are working both on improving physical facilities in the school and also in quality education (SWC, 2017). Their support, results and satisfaction are important. In this sense, respondent shared his experience of 20 years working in the

education sector and particularly supporting teachers who are working in the community schools as follows,

“.....our organization recruited 2/3 teachers in a school and we worked with 13 schools at a time. It is possible to add teacher, to provide resources and training and to build classrooms but not possible to carry out their performance in the classroom. Also, fear factor can create obligatory environment to give better results. Being a development partner, it is impossible to create fear factor. It is part of government duty. Teacher categories and other teacher related issues played negative roles in project implementation. Also, our recruited teachers stopped working efficiently after the project phased out. So, teacher management in Nepal is a barrier to improve the quality of education.” (KII, country representative, German Nepalese Help Association – GNHA).

He added that teachers are influenced by different power centers and by their own interest so that they are poorly focused on professional accountability. Teachers enjoy in training, expect allowances, relax to be free from the school and daily duty, teachers perform absolutely in the classroom during the external visits, teacher perform better during the project period but things totally wiped out after the project phased out. Since, it is more challenging to keep them motivated and full cycle teaching in the classroom. In his words, there is problem with teacher management components. Basically, temporary teacher recruitment and evaluation are not followed properly. Evaluation based promotion is not obtained by the system. Influences of different power centers encouraged teachers to involve in others than teaching profession.

In this regard, "... local government's authority and teacher management right can play important role in the community schools (KII, GNHA country director)."

Case – 5 Singha Durbar shifted to village - SMC and community people

In my interviews, FGDs and even in survey parents, SMC members, development partners, students, political leaders recommended that the local government should work as the decision-making authority for teacher management at the school level. SMC member said,

"... leaderharu le pahile nai vaneka chhan ki Singha Durbaraba tole ma pugchha, tesaile aba sabaile aafno thau aafai banaune ho, Mathibat garer bikas vayen, school bigre kai master haruko ramrosaga bebastha navayer ho, tesaile abako upaye vaneko sabai local sarkarle teacher lai sahayog garne ra kamko mulyankan puraskar ra danda ko bebastha garnu parchha." (SMC chairperson, Panchakoshi secondary school, Dullu municipality). It means, political leaders had told the central authority will be in the village level during the election time. Teacher management from the center is main problem and it is not being effective because the recruitment, transfer and evaluation authority never monitor the teachers and teachers do not accept the locals. Since, it is right time to provide teacher management authority to local government so that it is easier to manage, support and departmental actions for better results

In the same line, a female parent shared her experiences and feelings that her child was not performing better because of the lack of conducive learning environment at school. She added,

“.... Masterka hakim mathi nai holan, tesaille masterle hamilai terdainan, studentle masterlai terdainan, ani jasle j gare pani vo, yehika sarkale school here pachhi taba sabai taha laglan ki” It means, teachers are recruited from center, so that they do not accept parents, students do not accept teachers. Since, education quality is bad and it improves if the local government handles all. (KII, Women parent, Kathmandu)

Again, she explained, the school environment is not good enough for learning for all types of children. Teachers do not care about students' learning; there is neither students' motivation nor fear towards the learning. Teachers are safe because they get salary every month. Since, ensuring accountability of teachers is important and it is possible by the local government.

This idea follows the model of grass root by Gaynor (1998). Gaynor recommends total authority of teacher management to the local governance, the surrounding community and the school management committee. Here, local stakeholders want to recruit, monitor and evaluation of teachers and they prefer province and federal involvement in recruitment (partial role), training, pension and other benefits.

Journalists' views about teacher management in federal Nepal

In my interview, journalists participated and shared very emotional as well as meaningful information about teacher management. It is obvious that journalist's role is important in education, good governance and development. I did not find the same perspectives towards the teacher management of all four journalists in the interview and also there is divided role in survey (chapter 6, table 18 & 19). One journalist shared his experience, feelings and perspectives towards the federal system as follows;

“.... I think teachers are not motivated, they are not aware about professional accountability, they have no fear of firing from job and there are some other issues in teacher management. Too many and too few teachers in the school are also excuses for those teachers who are looking for loopholes. So, nobody cannot do anything if the teachers themselves are not motivated to exercise in the classrooms. Obviously, three tiers governments’ collaboration is necessary but the ultimate role to local government is one of the best solutions to manage teachers better and to ensure education quality.” (Journalist, education component, *Gorkhapatra sansthan*, Kathmandu)

Education journalists in Nepal are crazy with the teacher management issues. And, they think that the quality of education is being worse because of teacher categories, multiple involvements of teachers, teacher shortages and demotivated teachers in the schools (Thapa & Dhungel, 2005). One of the respondents commented that very few teachers are working hard in the schools and the rest are taking trouble-free job because there is nobody to monitor, guide and to control at the level. He added that there is no difference in student's results between the trained and untrained teacher, permanent and temporary teacher and government source and local source teachers. There is not interesting teaching and learning environment in the schools because of management and planning of teachers.

Regarding above expression of journalist, Preeti (2014) cites John Dewey and she writes education could not be limited in teacher and taught without social mobilization. So, media is one of the influencing factors creating social environment of education. Media plays an active role in providing information, spreading awareness and civic

responsibility, and role as a non-formal agency (ibid). Preeti also adds that the media helps developing the critical thinking skills among education stakeholders (ibid).

In a nutshell, from the ideas discussed above, respondents suggested to involve the local authority with meaningful involvement of province and federal government. The multiple agencies' involvement increases support to the teacher and also reduces the loopholes of many excuses. Since, federal government, province government and local government's joint involvement make sure the transparent and applicable teacher management framework for the federal Nepal.

The Silent Verdicts of Media and Political Members

This section presents the general reflection of informants regarding teacher management and education results in the community schools. It covers the peripheral ideas, political members voices, common interests, media words and street message from the informal talks and hearing. Also, it explains about factors which play the key role about key components of teacher management. I have tried to present is directly as possible without any analysis and interpretation.

The analysis of policy documents and the interesting stories of field implications are attraction of this chapter. How the community people perceive the government policies and plans then how they develop their perception are highlights of this chapter. The touchy stories of the key participants in the field level and golden words in the policy documents have attributed a complex situation in this part.

During the fieldwork, I was more given emphasis on people ideologies, thinking, way of expression, level of understanding, their happiness, community representation, and field realities in different forum and public places like; tea shops, public buses, *riksha*

(three wheelers cart), people working in farm, offices besides education, meetings and in media. I was also curious to know either political members accept teachers in a respective way, as a part of the society and as a social leader or they treat as a government person recruited by the center. Therefore, I spent many hours in the tea shops, streets where people are gathered, public transportation, particularly shops near to the schools and stationary suppliers. Mostly, I spent time as a listener with more curiosity

The following are some common reflections from street, political members and journalists. These expressions may be independent and without any vested interest so that a proper address needed to manage teachers better in federal system of Nepal.

Teacher Management Issues in Media

There is a book named “Tekole Dhaneko Ghar” (it means a house holding with or standing with additional support) has covered different articles in this book are representative and there are many other write ups like this. It is showing both positive and challenging aspects of teacher management like; Amarsingh secondary school is working as a model and the other two titles are challenging the system. The title of the book is challenging the whole education system means there are many issues in the education at the time. There are similar cases about teacher recruitment, transfer and promotion also (Thapa & Dhungel, 2005). The following are few more issues from media sources.

In 2017, *Mandandeupur* municipality developed education act and transferred teachers from one school to another in the municipality. Few teachers appealed count and court decided the transfer is according to the constitutional motive and teachers need to follow the transfer (KII teacher respondent). This decision from high court encouraged other local government bodies and they followed the same procedure of teacher

management at the local level. In some cases, they developed education act and some cases they developed education rule. They all followed teacher recruitment and transfer at the local level. Supreme Court did different decision in other cases of teacher recruitment and transfer in other local government (Nepal *Samachar Patra* Daily, 17 Oct. 2019).

Basically, Commission for Investigation of Abuse of Authority (CIAA), Supreme Court, local governments, Ministry of Federal Affairs and General Administration (MoFAGA) and MoEST are playing controversy role in this transition period. Local governments are developing education rule first and they are active in teacher management activities. In these cases, MoFAGA did circular to stop teacher recruitment and transfer (Nepal *Samacharpatra* daily, 17 Oct. 2019). *Jagarnath* rural municipality recruited teachers in *rahat* posts and it became a central level discussion. MoFAGA did circular to all local governments to stop, CIAA wrote a letter to MoFAGA that local governments cannot exercise this type of power of teacher management (ibid). MoEST did not speak about it. Local government people claimed that the CIAA, MoFAGA and MoEST cut the local government's power which was secured by the constitution appendices (8) and they are focusing on appendices (9) which explain about the joint role of three level governments (ibid). Local government leaders claim that the article 57.4 of the federal constitution (2015) where rural/municipality assembly can develop education act according to the constitution and implement (ibid).

There is another counter by local government. *Madhhe* Nepal municipality *Vorletar* did process to recruit teacher in contract base even the MoFAGA has stopped to recruit by the local level (*Educkhabar*, 21 Oct. 2019). Municipality is committed to run the school with the contract base teachers and budget is assured for a year (ibid). Reading

all these news in media papers and circulars there are confusions like; either MoFAGA stopped to recruit in all types of posts or the permanent and *rahat* posts only. If so, the local governments can recruit contract base teachers. Again, question raises teacher transfer either the same rule follows or it requires different.

The proposed education act 2019 by MoEST is also against the appendices (8) of constitution because it has cut the teacher management right of local government and controlling decision making role by center and province (MoEST, 2019). It delivers monitoring, supervision, recruitment in temporary posts, recommendations and support authority to the local government. Local people's logic is that it creates a kind of confusion again and it is hard to motivate teachers.

Multiple circulars for the same purpose are evidence of overlapping and power exercise. For the teacher's work performance evaluation purpose, TSC did circular to all local governments on 18 Oct. 2019. Then MoEST wrote a letter to MoFAGA on 22 Oct 2019 with request to circular from the hierarchy. MoFAGA did circular on 4 Nov 2019 to all local governments for the same purpose (*Edukhabar* online, 7 Nov 2019). It is more than transition and a battle among the authority. It means TSC has not autonomous power and it cannot move to administrative actions. The wastage of resources, time and the confusion of hierarchy are main problem in effective implementation. Work performance evaluation is a part of teacher promotion, if so TSC is responsible for the teacher promotion and it holds the authority of circulation. Obviously, the record of work performance evaluation is shared among the line agencies and to be used for different purposes.

All teachers of *Sabaila* municipality of Dhanusha district locked the municipality office for uncertain time demanding their salary (*Onlinekhabar*, 20 Oct. 2019). Teacher have not got salary from five months even there were festival days in this time. Teacher requested district administration office and the mayor also but no one showed their sincerity about payment. Teachers' claim is that everyone is getting salary in other areas but they are not getting salary for five months (*ibid*). So, the teachers no more motivated and they cannot perform better in their daily plan.

These are few evidences of confusions among the people, wastage of resources, power conflict, and everyone's losses. These things represent the different interests of people and agencies. There are lots of evidences that people at the time of constitution draft became loyal and they decided to deliver more power to local governments but later those people who were holding power want back from the constitutional provision (appendices, 8) and want to hold the decision-making authority in the center and province. They may not trust the local government. The international literature and an independent analysis show that the system controlling by center is not possible in democracy and democracy accepts decentralization of power and authority. Central control is possible in autocracy and dictatorship.

Edupatra explains director general's ideas that there will be only one type of teacher in the future and that is permanent (28 Jan 2020). If it is reality, it is a kind of surprising and impossible at the certain level. It is a part of school and teacher ratio and the financial strength of the nation. It raises the questions about the possibilities of all permanent teachers because the country cannot invest more budgets. The percentage of education budget is decreasing in last five years (MoF, 2019). There is fear and confusion

among all education stakeholders particularly in teachers because of untimely payments, political interference, and possible changes in governing authority etc.

"The frequent change in the governing body is a main reason of losing teacher motivation. Teachers have many issues like; various categories of teachers, poor facilities, work load and lack of resources. Local level government is not able to address all these issues and the quality of education is poor. Teacher respondent explained that there are more issues about teacher facilities, monitoring support and teacher posts in most of local level. The local governments are not able to provide even monthly salary. School monitoring is another issue that ward chairperson and secretary as well as other staff from the municipality visit schools and they show their power and dictate only. They are not supporting the teachers in teaching and learning processes and also in management issues."

The representative cases mentioned above prove that there are dilemmas, confusions, challenges, difficulties and frustration in the field reality.

Too Many and Too Few Teachers in the Schools

There are too many and too few teachers in community schools (MoEST, 2018). The long gap of regular process of teacher redeployment created too many and too few teachers situation in the schools. This picture in the side is enough to justify the real situation of teacher management and also about good governance at school level. This is a representative case among the almost 29 thousand community schools in Nepal (MoEST, 2019).

Naya Patrika (2020) explains the unnecessary teacher number in a school and there are many schools like this. Guhiyeshwori secondary school in Kathmandu has 22

teachers for less than two hundred students (KII, head teacher) but there are 14 teachers for 469 students in *Panchakoshi* secondary school *Dullu* and there are overcrowded classes with 70/80 students (KII, head teacher). *Bharatpur* municipality decided to prepare mobile teachers for specific subject within the municipality premises. It is because of too few teachers in the schools and there are no subject teachers (*Onlinekhabar*, Friday, 13 Dec. 2019). Similarly, 27 schools in Jajarkot district have zero teacher posts even these schools have hundreds of students. These schools are collecting money from different sources. It is very difficult to run the schools every day (*Setopati*, Thursday, 31 Oct. 2019).

These are some representative cases. There are still many other schools in the country which are facing a complicated situation for having too few teachers for many students; and also, too many teachers where there are very few students.

In many schools, the head teachers are more liable to computer facilities, library, and sports facilities. Head teacher locks the room for many days, months and year if there is not subject teacher for holding sports subject. So, the students have not access to learning opportunities. This is another issue about teacher management. A student having this experience commented,

"... there are computers, library books and projector in our school.

Mahesh sir was very good and there was every student's access to these resources. Projector was used in science classes. It was very interesting to see something in big picture but now it is nine months the door of all resources is locked always because he shifted another school. Head teacher has key and he never allow us to

use the resources even the library books” (KII, student, Panchakoshi secondary school Dullu).

In this sense, the representative cases of community schools above demonstrate the complicated situation because of the lack of sufficient teachers at a community school. It is not necessarily that all schools have same situation of teacher management but obviously there are many schools suffering with the similar cases explained above.

Way to Commission for the Investigation of Abuse of Authority (CIAA)

The federal, province and local governments are not able to produce or carry out policy, education Acts and rules. Few local governments have education Acts but it is based on the previous federal education Act mostly so that the local government is not able to practice more activities of teacher management. Also, the constitutional provision is not being applied at the local level. The province governments have not declared education policy and Acts until the date. The federal government released education policy 2019 but not education Act and rules. So, there is confusion, fear and dilemma among the local government people.

Case – 1

Mayor of Chamunda Bindrasaini municipality of Dailekh district shared his situation about teacher management and he said that he cannot take any action against the teacher issues at the moment because of transition period. He added,

".....ma aafai pani teacher vayer aayeko manis, school haruko lathalinga abastha thah chha, katai teacher nai chhainan, katai dherai chhan ta, katai vayer pani padhai ramro chhaina, uniharuka aafnai samasya chhan, yo kehi garne bela ho ra, garnu parne pani ho, tara je garda pani sabaiko chitta bujdaina, ani chitta

nabujhne manis gayer CIAA ma report garidinchha, ani tarekh suru. Sabaiko chitta kasai bujhauna sakidaina. School ko mamla ta jhan garo, teacher ko barema ta kehi garnai vayen, uniharu bivinna samuhaka chhan, niyemkanun dherai janeka chhan, kati din uniharusanga ladirahane, tehi vayer thikka garne, aafu bachne ...” (KII, Mayor, *Chamunda Bindrasaini* municipality, Dailekh). It means, there are several issues regarding teachers in the community schools and he is one of the witnessed people. But he cannot do anything and cannot take any action against that because teachers are united, organized, more bargains about rights and facilities. Also, it is not possible to satisfy everyone so that anyone goes to CIAA and reports against the decision or action taken by the municipality then mayor’s duty starts to CIAA for justifications. Since, it is a kind of transition period and no one can work more. Obviously, it will be easier when the three tier governments declare the education policy and Act.

Case – 2

During the research period, I stayed 3 times with education officer and chief administrative officer (he is acting head of the administration) of Dullu municipality. There is not a model or presentable school in the municipality so that our discussion was focused on teacher management and quality of education in the community schools. He explained his many ideas, options and his best practice during his 20 years’ service tenure. I asked him to start some of the best ideas of teacher management in Dullu also so that the quality of education will be better. He replied;

“.... this is my home town and I am coming here to make some differences and sustainable changes in the schools. When I arrived here, I visited

most of schools once and I found the teacher related issues are main problems for improving the quality of education. I conducted school base workshop for developing education Act but the drafted Act is not approved by the municipality assembly and not signed by mayor. Different power centers are active to block the education Act and few teachers are involved probably because it is strict towards teachers and their duties. I am not doing anything for the quality of education in the schools because teachers are main actors and I cannot take any action against teachers under the running education policy and provision. I am aware about the way to CIAA and how the people trap when the decision is not in their favor. Since, I am demanding for the declaration of education Act first and then I can start my operation from teacher first and then other components of school system.” (KII, chief administrative officer, Dullu municipality)

Policy Discourse in the Streets and Tea Shops

I spent many hours in public places to observe the silent features of teacher management. I found those laymen are aware about their child’s education and the role teachers.

Case – 1

I spent four days in Chnadranigahpur and Garuda municipality for the research purpose. I booked a hotel in Chandranigahpur and I travelled by public vehicles to/from Garuda municipality. Also, I spent my free time in tea shops and people gathering places. I found the following cases as important insights for my research findings.

A morning in a tea shop

There were 13/14 people in the morning time between 7.00 to 9.00 am. I was there at 7.00 am and there were 6 people at that time. Two people were there to sell milk and the rest of them were there for morning tea, informal talks and time pass. Few more people joined slowly. First, they ordered tea and then each one joined the open discussion. They had discussed on three subjects that day like; upcoming Dashain festival (September 2019), political as well as community people and teachers in the schools. A locally recruited temporary teacher was there and he started the discussion with his issues as follows;

“...hoina aba ta sanghiyeta pani vayo, local government panichha, sambidhan le adhikar pani diyeko chha, aba ma jasta teacher kahile samma jhulli rahane asthai ma, aakhir padhaune kam ma jastai le dherai garnu parchha, school nai hami jasta le dhani diyeko chhau, jagirko surakshya chahiyo, talim chahiyo, sarkari scale anusar talab chahiyo, ani po kam garne mana lagchha, pahile ko ra yo sarkar ma k farak vayo ta.” It means a temporary teacher works very hard in the school even the permanent teachers are not dedicated towards the daily duties. But no one is taking initiation for his job security, process for permanent, facilities and training support. Since, he is frustrated with the government that the federal government like previous.

A local leaders added, federal system *hudai ma ekai patak sabai hune ho ra, bistarai hola, vai pani rachhha, imandar vayer kam gardai jauna*. It means federal system cannot change or perform everything quickly and it takes time. Local leader suggested to teachers continuing jobs because the government is trying for better support for teachers.

A milk seller added, *neta uhi, yiniharuko bani ustai, ani kaha bat ramro hunchha ra, sasan feridai ma, school ma k sudhar hunchha ra, sakne teacher haru le pani ramro sanga padhau dainan, ani kahabat ketaketi ramro hunchhan, jo sarkar aaye pani ustai*. It is a frustration of the political members (farmer) that the people are same, their behavior is same, there are not teachers in the schools and the teachers even in the schools are not going to classroom so that the changes in government does not make any sense since the children were not performing well.

Teacher participant added that there were many issues about teachers like; too many, too few, salary for temporary teachers, subject wise teachers in the schools, facilities according to other civil servants, *badhuwa* (promotion), *puraskar* (award), retirement process etc. So, teacher distribution is one of them and the holistic address of all issues help to improve the quality of education otherwise it is impossible to improve the quality of education.

Party leader joined in the discussion and commented, all three level governments have been formed and they always decided about their facilities but they were not deciding education issues and teacher management issues even they have not accepted the High Level National Education Commission Report (HLNECR 2019). In spite of addressing teacher management issues in the community schools the government is supporting private schools so that the government is not enthusiastic to address the issues (ibid).

A female participant shortly reacted,

ketaketi bigriye kai chhan jo sarkar aaye pani, sarkar le teacher lai nahereko hola, teacher le pani hamra balbalikalai hereka chhainan. It means, the

level of children is same no matter which level of government took the authority of teacher management. Teachers are ignored by the government and teachers are ignoring our children.

Discussion diverted and a local leader asked a teacher when their school closes for Dashain holidays. Teacher replied;

“... kehi thegan chhain, kendra ko niyam kanun ekatir chha, nagar ko beglai niyam chha, khai k ho k kahile pani sudhar hune vayen, hamro ta Dashain dekhi Chhatsamma bida garne ho. It means there are differences in one school to another school, one local government to another local government but they are closing from the first day of *Dashain* to *Chhat puja*.”

Case – 2 During the journey from Garuda to Simara airport

On the fifth day of my staying in Garuda municipality, I decided to fly back to Kathmandu from Simara airport. So, I took a public bus from Garuda to Simara and it was about 2.5 hours travel for me. It was just before the Dashain festival and the bus was quite crowded. I heard some discussions about teacher profession. Later I confirmed the participants involved in the discussion were teachers going back to home for Dashain festival. They were five members all together and the essence of their discussion was as follows. They started their discussion when they reached Chandranigahpur.

Teacher (A) “I am not willing to come back to school again. I am not really interested with school environment and teaching job. I stayed here for two months and I did not get whole salary of the months. Head teacher was not able to manage all salary. We always have uncertain future, job security and even payment. So, better to start any other job and profession.”

Teacher (B) “I am also feeling the same because I am a temporary teacher from 6/7 years, even I have passed bachelors’ degree in science. Initially, school management hired me from the school source which was low payment than the government scale. After 2 years, I was appointed in temporary post and started to receive government scale. frustrating. It is just like a labor. *Kohi sarkar aaye pani teacherka lagi kehi hune bhayen, sadhai teacher haru helaka manchhe vaye* (None of the government is recognizing teachers)

Teacher (C) *Sathi ho, ma sthai vayeko 21 barsavayo. Jagir khayer khas kehi grana sakeko chhaina, uhi bauko sampati maser euta ghar banaye,, aruko beglai san chha, sathiharu bichar garnus.* (I am a permanent teacher from 21 years. I have not managed any property and management at home. Just I build a home with my fathers’ property. I am not sure how I get after retirement. A normal civil servant is well managed and respected in the society but not teacher.)

Teacher (D): *hami pani aru jagir napayer teacher vayeko ho, yaha kehi hune wala chhaina, jo sarkar aayepani Nepal ma yestai ho, tesaile teacher ra sarkarka barema kura garna pani bekar chha.* (It means, teachers joined the job because of easy opportunity. None of the government want to support teacher and they are not doing. Since, just talking about teacher management is worthless.)

Teacher (E): There are several issues from the beginning of the job entry and these all are known among all stakeholders. Since, it is worthless to talk about these issues which are never ending even in the future. *Sake jagir khau navaye chhod sathi ho, aafno ta pension pakisakyo aba chhoder aru kehi garne ho.* (No

point to discuss about never ending issues. Continue your job if needed otherwise leave it but do not spend your time in worthless discussions.)

At the same time another passenger added that the facilities are enough as they work in the school. In his idea, teachers are also cheating time and duties since they are engaged in many other activities. They are earning from other businesses as well.

Finally, there are dissatisfactions among teachers and other stakeholders about teacher management components. Also, there is a gap in trust between teachers, community people and the parents.

CHAPTER VII

Teacher Management Framework for Federal Nepal

Focusing on the objective four of this research, this chapter explains the possible teacher management framework for the federal system of Nepal. It tells us more about the policy provisions, stakeholders' ideas and possibility of practicable framework of teacher management. The first part briefly explains the existing framework, and highlights some pros and cones of it. And the second part of this chapter explains the proposed framework with the responsibility of three tiers government in Nepal in detail.

Teacher Management Framework

Though Nepal has its conventional teacher management framework for Gurukul, Gumba, Madarasa, Pidhi shiksha etc. I did not go for it because my intent was to focus on the teacher management of formal education system which was dominantly based on Western ideologies of modern education. My information in this regard tells that the first teacher was imported from British India for Durbar school (Sharma, 2005). From then on documents like *Istihar* rules and regulations (1940), Colombo plan for teachers, *Aadhar* training center for teachers (2004), national education plan (1954), *sarbangin* national education committee report (1962), national education system plan (1971), national education commission report (1993), high level national education commission report (1999), high level education working committee report (2002), and high level national education commission report (2018) wrote about teacher management framework in one or in other way (chapter 2, table no. 2). Following these documents, the country witnessed gradual changes in teacher management (chapter 2, tables 5, 6, 7). But the trend shows that center decides the major components of teacher management and the

local level involves in implementation. Education ministry, department of education, regional education directorate and district education office were the main actors in teacher management. They played active roles till 2018. School Management Committee (SMC) was added as an active unit for teacher management at the schools level. But it had limited power like monitoring, supervision, recruit temporary teachers and evaluate head teacher's performance. But the reality is that center is considering more authority to the regional and district level agencies as well as school management committees. The diagram below shows the authorities involved in teacher management.

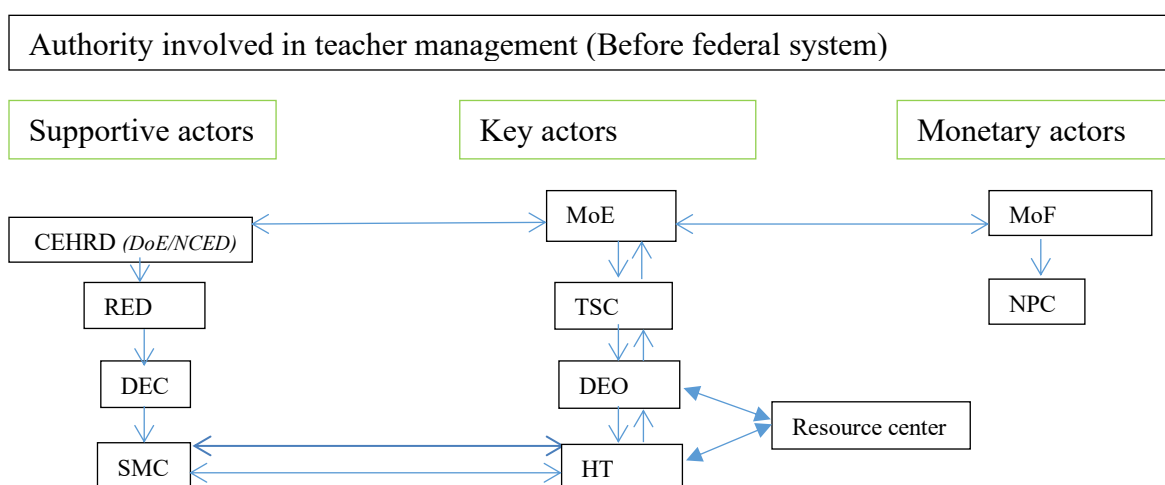


Figure 14: Teacher management framework in the unitary system

The diagram above shows that the ministry of education plays a key role in decision making about teacher management and its sub ordinates are TSC, DEO/DEDCU and head teacher in the schools. Usually, MoE depends on ministry of finance and national planning commission for the financial decisions and regular budget to recruit and manage teachers. It shows that the MoE cannot create teacher posts and cannot increase the salary as well as other facilities for the teachers alone. It requires an approval from the ministry of finance. Also, CEHRD (integrated form of NCED and DoE), regional

education directorate, district education committee and school management committee are the supporting agencies to materialize the decisions made by the ministry.

TSC plays important role in teacher license, selection of permanent teachers and promotion. It works closely with the line agencies as mentioned above. District education office (now DEDCU) is responsible for teacher recruitment, monitoring and evaluation, transfer and overall record keeping of teachers until present. Head teacher works as an immediate supervisor, allocates the duties and responsibilities for newly recruited teachers, monitors and then reports to the DEDCU. Similarly, CEHRD (DoE in past) is responsible to implement the national level plans and programs, trains teachers, and reports to the MoEST. Previous regional office of education was also working in monitoring part of teacher management. District education committee works as a governing body of DEDCU and it is mostly active in teacher transfer and teacher posts distribution within the district. There is another executive body at the bottom of the structure and that is school management committee is another main actor at the school level which is responsible for monitoring and regular supports.

Also, there are other organizations like *Shikchyak kitabkhana*, village education committee and education training centers (NCED and ETC in the past). Here, *kitabkhana* is responsible to facilitate in retirement process and training centers are lead organizations at the regional level to train the teachers or responsible for the teacher professional development. Village education committee is the local government (village development committee) level education wing and it is responsible to plan, monitor and support the schools within the local level. This wing is not found active in any of the required responsibilities.

To sum up, teacher management authorities in the pre-federal Nepal were as follows;

Table 17: *Key authorities of teacher management in pre-federal Nepal*

Components	Entrusted authorities					
	MoE/DoE	TSC	NCED	RED	DEO	SMC
License		√				
Selection		√				
Recruitment (Permanent)					√	
„ (Temporary)					√	√
Transfer	√			√	√	
Professional dev.			√			
Evaluation Actions					√	√
Promotion		√				
Retirement satisfactions	√					
Salient components	-	-	-	-	-	-

The table above shows that TSC and DEO are the most powerful authorities for managing core components of teacher management. In the table above, it looks accessible and more power decentralized because a district education office can monitor all schools in the district with its wings and there is effective implementation. Salient components are not addressed by any of the entrusted authority. DEO is the main implementing body and all policy decisions are from the center level government. School Management Committee (SMC) is responsible in temporary teacher recruitment and evaluation process (Education rule, 2003). Also, SMC involves in monitoring according to their duties and responsibilities. For teacher transfer, DEO, RED and MoE execute within the catchment area.

As it is seen balanced and efficient structure in table, the field realities are different. Schools are not supported well in the rural area; teachers are poorly monitored so that they are less accountable regarding students' learning achievement. Teachers have many excuses to escape from these blames. It means the field practices are not according to central assumption. A teacher respondent shared,

“... it is one and a half an hour's distance from district education office but there is no one visited in last five months. If you do not trust you can see the register and their supervision notes.” (KII, head teacher, Dullu).

There are different perspectives of temporary teachers. Respondent shared that SMC is more depended on head teacher and DEO for teacher recruitment and other managerial issues. He added,

“...DEO is not able to monitor and manage the teachers properly because of distance to schools and the lack of monitoring staff. Similarly, TSC promotion depended on DEO's report which is kind of formality completed by teachers, head teacher, SMC and school supervisor. Teacher promotion is based on the annual work performance report which is not based on real achievement level of students.” (KII, temporary teacher, Garuda municipality)

Despite the comments of the informants, I have drawn the ideal scenario of teacher management envisaged in government document. It appears in the following ways:

Monitoring and backstopping to teachers

The government had built up teacher support system in hierarchy that the district and resource center are mainly responsible to support teachers closely. The central or

higher level agencies were responsible to develop ideas, packages and methods to support the teachers in place. In gist the frame was as following;

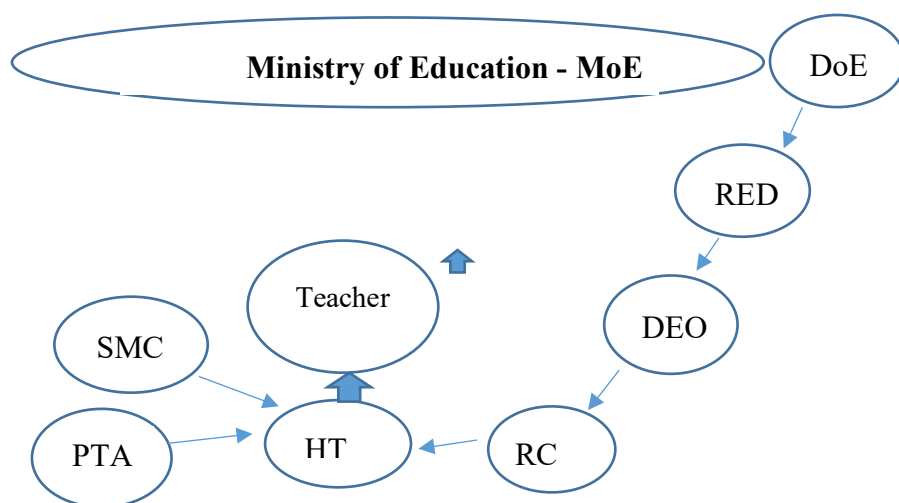


Figure 15: Teacher monitoring and backstopping structure

In this figure, head teacher is the most closest and entrusted authority for teacher monitoring and backstopping. Other authorities can work directly in the classroom with the teachers but coordination with the head teacher is required. It looks very interesting in the structure that teachers are in the center of structure and there are more institutions to support and to supervise them. Head teacher is an everyday supervisor, SMC and PTA can visit and support frequently because they are also from school community. Resource person from the resource center also can visit at least once in a month and DEO supervisors may have frequent visits in the school. There is ministry of education on the top of structure to develop policies and guidelines and then DoE is set to implement over the country.

I found that the diagram above is not being implemented as it was supposed to be. As I found during school visits, schools are not monitored even once in a year and not observed any teachers' classrooms by the resource person and district supervisors. There are three to four visits by the resource person in a year in average in the schools where I

conducted my fieldwork. All the schools I observed are close in distance and located in the center. Interviews with 13 teachers in Dullu, Garuda and Kathmandu showed that their classes were not observed by resource persons even once in current academic year.

Respondent shared;

“.... it is 15 minutes distance from the resource center. Resource person seen in the school and office sometimes but not observed my class even once in my three years employment tenure.” (KII, *rahat* teacher, Garuda municipality)

The two different comments of respondents above show that teacher management in the unitary governing system was not implemented in the field as it was envisaged. It may not work in the federal system perfectly.

Proposed Framework for Teacher Management

Here, the research came to conclusion that there could be two options. Since the government has not declared all policies till the date, there is a possibility of managing the rules and policies in regard to which government body has what responsibility, and the level of responsibility to do. Both of these options underfoot in the federal constrictions (2015) and educational policy (2019). Basically, state or province is more active in teacher management in other federal countries so that it may be a probable model to be followed by the government in the future. Government can follow ideas of any framework in this research which are based on the experience of other federal countries. Basically, either the government follows the constitution's appendices 8 that is local government is fully responsible for secondary education or the government follows the appendices 9 that it is shared role of province and local government decides the selection of model having this research.

There are seven province governments and 753 local governments (ibid) which are entrusted to run education program. They can develop education policy, act, rules, and regulations in their own. However, these policies, acts, rules, and regulations must be compatible to the federally granted policy and Act. but the problem is the federal government has issued education policy 2019. It has drafted education act but it is yet to be passed in the parliament. This problem, all the local governments and provincial governments have not been able to make their education, policy, acts, rules, and regulations. These anomalies have created problems in teacher management. One teacher respondent shared;

“...aru sabai kura local government bat huna ta thikai ho tara teacher recruitment, transfer, evaluation, aadi sabai jimma diyo vane ta, yaha sabai vatavunga hoija ta, aafna manis rakhne, j man lagyo tehi grane sabai vad vailo hola, ani sikshya ko gunastar jhan naramro hola”. (KII, teacher, Kathmandu metropolitan city). It means, the local government are not able to handle teacher recruitment, transfer, evaluation etc. because they are not capacities so that nepotism and favoritism will be in place and the quality of education will go down.

The above information shows the nation needs different options for teacher managements. UNESCO Kathmandu (2015) has proposed such options. From then, some individuals and agencies have also tried to do so (ibid). Keeping these options and my field findings in mind, I have proposed two options for teacher management.

Option – One Province lead framework

This framework is based on the appendices 9 of the constitution of Nepal (2015). In order to develop this framework, I have taken the reference of Indian practice of teacher management from the state government (MoE, India, 2018); Gaynor's (1998) socialist framework of teacher management; Nigerian teacher management system for University, technological and post-primary education (Khemani, 2004); Simkins, Gerrett, Memon, and Ali (1998); Stewart (1982). Below is the proposed teacher management framework as option one.

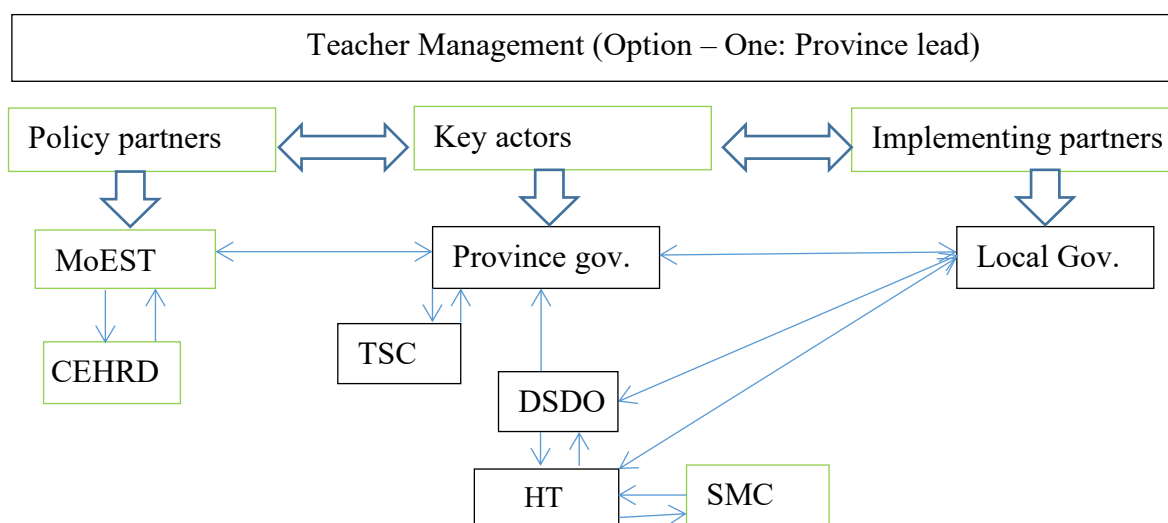


Figure 16: Province lead teacher management framework

(DSDO = District Social Development Office)

In the model above, the federal government particularly MoEST and CEHRD guide and support the province government by developing policy, national standards setting and addressing other contemporary issues. Province government, TSC and head teachers work closely in teacher management components (see component framework of teacher management). Under this framework, core components of teacher management can be performed as presented below:

Table 18: *Role of authority in province lead framework*

Components	Entrusted authority						
	MoEST	CEHRD	TSC	Province	District	Local gov.	SMC
License			√				
Selection			√				
Recruitment (P.)				√	√		
„ (T)						√	√
Transfer				√			
Professional dev.				√			
Evaluation actions				√		√	
Promotion			√				
Retirement	√					√	
Salient components				√			

The table above clearly shows that province is the key player in teacher management. It is too far for teachers to come there for each and every concern like; receiving appointment letter, applying for transfer etc. Since, it may have two options. First, province can involve local governments as a representative for certain tasks. Second, province can establish a district office and can run representative works from the district office. DEDCU and DSDO can be merged, and can represent the teacher management activities at the district level.

Benefits and challenges of the province lead framework

In the course of this study, I shared this proposed design to the different stakeholders for their opinion and perspectives. Keeping their remarks in mind, I have jotted down the benefits and challenges they said. I also consulted some of the literatures

(eg. federal countries' policies and the draft copies of federal, province and local levels of Nepal) to draw the limitations of this teacher management model in the table below:

Table 19: *Benefits and challenges of province lead framework*

Components	Authority	Benefits	Challenges
License	TSC	Trusted and accepted by stakeholders	To set province level structure and to address seven different province needs and calendar
Selection	TSC	„	„
Recruitment	P Province	Easy to make decisions	Difficult to implement and need to depend on local government
	T SMC	Easy to complete the process of recruitment	More influences and possibility of entry of weak candidate also
Transfer	Province	Easy to maintain uniformity in province	Difficult to manage and more issues from the local level
Professional development	Province	Easy and cheaper to develop training models	Difficult to implement and to address the individual needs
Evaluation actions	Province	Wider network (blanket model)	Teacher accountability challenges, ownership issue of local gov.
Promotion	TSC	Easy to work with province	Hard to implement teacher performance base promotion
Retirement	Federal	Reduced administration and management cost	Again burden and frustration among teachers to ensure Pension
Salient components	Province	Easy and cheaper to perform the salient components	Expensive and hard for each selected teacher, difficult to organize teacher exposure etc.

The table above shows that this model is easier and cheaper to operate teacher management. It also reduces burden at the local level. Also, it reduces the cost and human resource in local levels. But this framework faces the similar challenges of the previous unitary government system where the local government had no right of departmental actions, and evaluation of teacher performance based on the result. Teachers are independent and free from monitoring of the local government. It means there will be no ownership of the local government and the local government is a kind of implementing authority of province government. It will also invite constitutional debate in the future.

I have given two cases below as testimony of my arguments above. They are as follows:

Case – 1

“...ekai patak local level ma sabai adhikar diyo vane sabai lathaling hune po ho ki, ahile ta aabshyak purbadhar pani chhaina, janashakti pani chhaina, sabai niti nirdesanharu pani tayar chhainan, political leadership pani anuvabi chhaina, tesaile province level ma power rakhyo vane ramro hunchha.” (KII, political leader, Nepali congress). It means, entrusting local government for teacher management is harmful for quality education because there are not experienced leadership, human resource, policy and guidelines are not developed and implemented and also there is not required infrastructure in the local level. Since, province is better to manage teachers properly.

Case – 2

“...Nepalma shikshya ko sankhya dherai chha, dherai padheka, anubhabi, ra first class samma ka teacher haru gau ma raheka chhan, yesto samayama local

levellai teacher management ko jimma dinu vaneko shikshya ko level jhan ghataunu ho, yesma santulan ka lagi, lower basic local level, upper basic province and secondary federal level bat management huda ramro, sabaiko sahavagita pani huchha.” (KII, head teacher, Adhunik secondary school, Hetauda, Makawanpur). It means, local government cannot manage teachers up to secondary level. If so, the education quality will be worse because the teachers will ne be motivated and local government cannot support and monitor the teachers so that the right way with everyone’s involvement is role division like; lower basic level by local government, upper basic level by province government and the secondary level by federal government.

Case – 3

Coordinator of District Education Development and Coordination Unit (DEDCU) explained that teacher management is province role. TSC coordinates with the province and then process for selection and promotion. Province decides the recruitment, professional development and other key components of teacher management. DEDCU is better to be a wing of province and represent at district level. DEDCU also involve in teacher training and coordination. Local government involve in facilitation in teacher retirement, monitoring and supervision. Province also works in coordination with the local government as possible. (KII, coordinator, DEDCU, Makawanpur).

Option – two: Local government lead framework

In order to develop local government lead teacher management framework, I took the guiding principal of Gaynor's democratic or grassroots model (1998); appendix 8 of

the constitution of Nepal (2015); idea of self-governing body (Kurlyandskaya, Nikolayenko, and Golovanova, 2002); and ideas from bureaucratic theory for administration (recruitment criteria, system, terms of reference etc.) system. I also added the field findings of this study and the literatures on proposed teacher management system in Federal Nepal (Bhomi & Singh, 2015) while proposing this model to addresses both professional and humanitarian needs of teachers. The proposed model follows like;

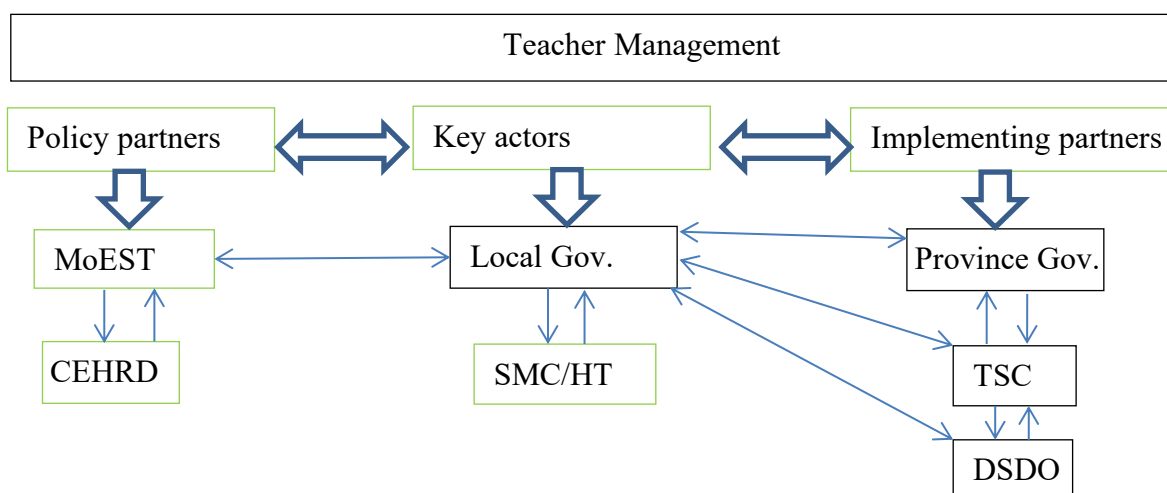


Figure 17: Local government lead framework of teacher management

(DSDO = District Social Development Office)

In this model, local government is the key actor who develops education policy, Act. It also coordinates with the federal and province government. It is not totally a grassroots method as defined by Gaynor (1998) that he explained the school community and management committee are responsible to make any decisions about teacher management. In this model, federal ministry supports on policy making, standard setting and budgetary support to the local government. CEHRD supports in program guidelines and province government supports in province level policy and standards.

The federal TSC is an important agency in this model also and its role is to work closely with the local government in teacher selection and promotion. DSDO works as a

line office to coordinate with the province. It requires the well-equipped, managed and enough human resources in the local government office. Role clarification in this framework is as follows;

Table 20: *Entrusted authorities in Local government lead framework*

Components	Entrusted authorities						
	MoEST	CEHRD	TSC	Province	District	Local	SMC
License			√				
Selection			√				
Recruitment	P					√	
	T					√	√
Transfer	√			√		√	
Professional dev.		√		√			
Evaluation actions						√	
Promotion			√			√	
Retirement	√					√	
satisfactions							
Salient components							

The table above explains the major role of local government and TSC is another important authority for teacher license, selection and promotion. Province involves in teacher transfer within the province and regular monitoring. Federal government involves directly in teacher retirement component and the rest it supports to local government in setting standards, policy, and financial support.

Structure of Teacher Management within the Local Level

The possible framework of teacher management at local level is similar in rural municipality and municipality. It may be slight different if there is large difference in

school number and population. If there are very few schools (like below 10) then the education section can manage smoothly. Basically, the education section must be strong and organized with necessary human resources and other facilities. If the municipality is delivering the executive role then the following structure may be useful:

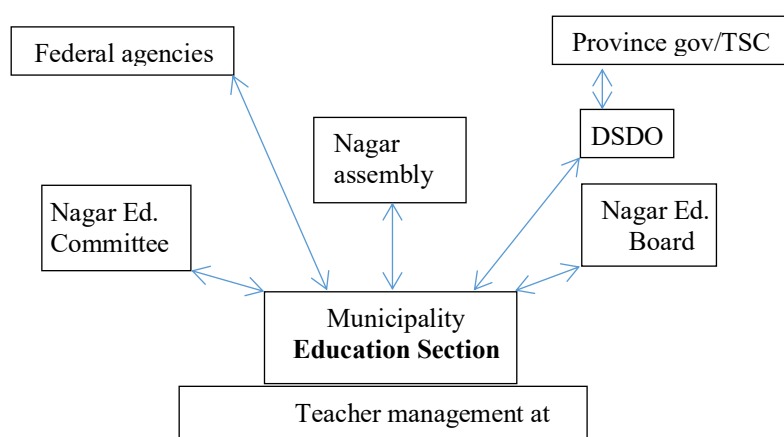


Figure 18: Structure of teacher management within the local level

In the framework above, education section in the rural/municipality office is an important unit to act and implement all kind of teacher management activities. It must be resourceful and well-managed to fulfill the required actions in this frame. *Nagar/Gaun* education committee works as an administrative body regarding the educational decisions. At the same time, *nagar* education board works as an academic and technical body to suggest and guide the academic policy, plan and program. For the further administrative work education section works with the *nagar* administrative body. Finally, education section works closely with the DSDO, TSC/province, province government and federal government as it requires to perform the better management of teachers.

Role of different agencies in local government led model

This framework of teacher management assumes that there will be more ownership of the local government to implement the plans and projects in its territory. If

the recruitment and evaluation components are shifted to province government then this framework will be fitted in the teacher management framework – one where province is as the key actor and addressed by constitution (2015) appendices (9) and education policy (2019). Below is the table that shows the role of different authorities in this framework.

Table 21: *Role of different authorities*

Components		Implementing authority					
		Local	Province	Federal	TSC	SMC	HT
National standards setting				√			
Allocate required teacher posts		√					
License					√		
Selection(permanent)	Permanent		√		√		
	Temporary	√				√	√
Job induction			√		√		
Recruitment		√					
Professional development (Training/Enabling)		√	√				
Transfer/re-positioning		√	√	√			
Evaluation and Actions		√					
Promotion		√			√		
Retirement satisfactions		√	√	√			
Salient components	Job induction	√					
	Institutional orientation					√	√
	Exposure	√					√
	Post retirement opportunity	√					
	Supportive supervision	√					√

The table above shows that federal and province governments are resource providing, policy making and guidelines delivery agencies. TSC is the second most responsibility as the lead authority, and it leads license, selection and promotion components. After that, head teacher is more responsible for supportive supervision, institutional orientation, exposure program and temporary teacher selection. It explains local level as the key actor in major components like; recruit, transfer and evaluation. This model demands that federal government is always important in developing teacher management policies, setting national standards of teachers, securing funds, monitoring and obviously ultimate authority. TSC is unique and technical authority involves in quality assurance process of teachers. It works for license, selection and promotion of teachers. Province government works as a leading authority and it involves in teacher's professional development, retirement, funding and monitoring. School management committee and the head teacher are closest agencies for monitoring, supervision and supports.

Execution authority at the local level

This local government led teacher management model demands the following authority to implement at the *Palika* levels in its own. The table below displays more on execution authority.

Table 22: *Implementing authority within the local level*

Components		Local level executive and advisory bodies				
		Ed. section	Ed. board	Ed. committee	Assemb ly	SMC
Develop Policy/Act/guideline		√				
Selection of teachers (temporary)		√	√			√
Recruitment(permanent)		√				
Short term training/backstopping		√				
Transfer and re-positioning		√				√
Monitoring and supervision		√				√
Evaluation Actions			√			
Retirement processing		√				
Salient components	Job induction	√				
	Institutional orientation	HT				
	Exposure	Ed. section				
	Post retirement opportunity	√	√			
	Supportive supervision	√				

The table above covers the major components of teacher management at the local level. It shows that the education section in the local level is a key player, which leads everything and works as a secretariat of all bodies (education board, *nagar* assembly, *nagar* education committee, and SMC). All types of administrative and managerial

activities are fulfilled by the education section but there will be two more authorities for planning, designing and decision making. *Nagar/Gaun* education board involves in developing *nagar/gaun* education policy, designing education plans, and programs. Also develops teacher monitoring and evaluation framework. *Nagar/Gaun* education committee as a permanent wing of structure and its major role will be to correct and validate all important decisions carried out by the education section or it gives the final verdict.

In this model, the major decisions must be approved by the education committee. The areas of decision making will be like; teacher recruitment, budget allocation, teacher category, teacher transfer, etc. *Nagar/Gaun* assembly is the ultimate authority to approve all types of education policy and Act and to take major decisions made by the education section and education committee. Education section works closely with the school management committee, empowers it and supports to the SMC to implement school-based plans.

The table below shows the process of this local government led teacher management model.

Table 23: *Teacher management process at the local level*

Components	Key actor	Process
Policy, Act, Rules and guideline development	Edu section	Build trust among other units, collect ideas, compile, ensure rational and present to approval
Selection of teachers (temporary)	„	Prepare list of roster teachers annually, coordinate with SMC and HT, recruit with required process

Recruitment (permanent)	„		Recruit permanent teachers recommended by TSC with job induction and other requirements
Short term training and backstopping	„		Collect, identify and analyze needs from school/teacher, involve experts, develop holistic package, develop training plan and facilitate it
Transfer and re-positioning	„		Identify schools' need, and teachers' comfortable access, try to keep happy with justice and rules
Monitoring and supervision	„		Both academic and administrative, supportive supervision that encourages to school team
Evaluation Actions	Education board		Based on the cumulative record prepared by the education section and also independent assessment base evaluation, result base actions
Retirement	Edu section		Develop process and keep teachers aware on it
Salient components	Job induction	„	Develop different plan for basic and secondary, organize for newly recruited and also as refresher course
	Institutional orientation	HT	Develop a details plan of orientation and organize a session for every new commers
	Exposure	Edu. Section	Organize both inside and outside exposure programs for teachers in job, ask them to develop breakthrough projects after visit and support during implementation
	Post retirement opportunity	„	Find interested and potential retired teachers, list in roster group, involve in additional classes like, social, expert, vocational, also involve in breaks also.

Supportive supervision	„	Prepare trained and expert supervisors, develop subject wise supervision plan and mobilize according to plan
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In the table above, education section of local government office plays a key role in each and every component of teacher management. This is a key implementation unit and it takes overall responsibility with the help of education board, assembly of local government, education committee, and head teachers. Basically, education section develops plans, facilitates school management committees, head teachers and teachers, implements the plans, works on record and documentation and reports to the decision-making bodies. Education board of experts, education section and head teachers work closely in both planning and implementation phases.

Benefits and challenges of local level lead framework

Like the provincial government led teacher management model, this model has also some benefits and the limitations. They are given below:

Table 24: *Benefits and challenges of local lead model*

Components	Authority	Benefits	Challenges
License	TSC	Trusted and accepted by stakeholders	To coordinate with TSC to province & federal level
Selection	TSC	„	„
Recruitment	P Local	Less pressure to local government	May take long time to select and provide teachers
	T SMC	Easy to complete the process of recruitment	Rush to reduce influences
Transfer	Local	Easy to place right person in right post/school	Difficult to motivate and mobilize teachers
Professional development	Local/ DEDCU	Rational in management, cost and role of local gov.	Existence and role of DEDCU
Evaluation actions	Local	Performance based evaluation by experts	Availability of trustworthy institution and person
Promotion	TSC	Trustworthy and report	Teacher motivation issue
Retirement	Local/ Federal	Reduced financial burden	Management and record keeping of all teachers
Salient components	Local	Specific and need base program design and implementation	Requires more resources to manage and implement

The table above shows that the local government lead model of teacher management is more efficient in that it can oversee the teachers from closer. Local government is responsible for managing key components of teacher management like; recruitment, transfer, evaluation, retirement and salient components so that teachers are accountable towards the local government. It also explains that the local government works closely with TSC and DEDCU to fulfill half of the components of teacher management as it is shown in the table. At the same time there are some challenges to

manage financial and human resources, to conduct the supportive supervisions and to motivate teachers.

The following are some representative cases that the local government lead model of teacher management is more effective for the federal Nepal.

Case – 1

“....aba sambidhan le diyeko adhikar roker feri arkotir moder faida chhaina, local government lai sabai adhikar dine ho, dherai le ramro garna sakchhan, jasle sakdaina usle pani arubat siker ramro grana sakchha, ani teacher pani badhya vayer kam garchhan ra school ko padhai lekhai ramro hunchha, kendra ra pradesh le background ma sahayog garnu parchha, school local government ko ani sabai sampti pani local ko, safalta ko jimmewari pani local ko, tara teachers haru local ko mathat nahune vaye kasri sambhab hunchha.” (KII, political leader, Nepal Communist Party). It means, better to follow constitutional provision appendices 8, trust local government to manage all teachers in the territory. Most of local governments can handle well if some of the local governments are not able, they can learn from others. Local government is responsible for overall management and quality of education up to secondary level but the main actors of education are teachers and they are not under the local management. It is the main cause of failure and no one can expect better education in the future because of this dual faced clause of teacher management. The province and federal government need to support in the background by finance, policy and standards setting.

Case – 2

“...maile samata school ma kam gareko anuvab koaadharna vannu parda ta local government le school and teacher ko jimma liyo vane dhera ramro garna sakchha. Mero bicharma sano aakar and ra sabaitir pahunch hune vayekale kamka aadharna evaluation garna sakinchha, sahi evaluation vayo vane teacher harulai tehi anusar puraskar ra danda garna sakinchha. Jasle j gare pani hune abastha vayekale teacher haru sakne vaye pani kam gari raheka chhainan, bartaman samayaka sabai managerial issues local government bat samadhan hun sakchha.” (KII, principal, Samata school, Bal kumari, Lalitpur). It means it is easy to manage as it is small and the government or the implementer can reach to the schools and can evaluate the teacher’s work based on their performance. Samata school is being able to provide high quality of education with limited resources because of institutional authority of management and teacher mobilization. Also, the supportive supervision to teachers is possible as it is small and enough human resources. Since, the local government can be the best solution to manage ongoing issues regarding the teacher management for the quality education.

Case – 3

“...ho local level ma capable jana shakti chhaina ra, sadhan srot ko abhav chha ra system pani baneko chhaina tara pani school haru ma vayeko asta bestata ra shikshya ko kamjor gunastar ramro banauna sakinchha, aagami dinma sadhan srot ra system vayo vane ta abasye ramro hunchha nai, shikshya yesto huna ma teacher management nai mul samasya ho, yo samasya hunama tadhabat teacher control garna khojnu ho” (KII, mayor, Chamunda Bindrasaini

municipality Dailekh). It means main reason of being poor quality of education in the community schools is teacher management, motivation and the central control (control from distance) of teachers. Local level can perform better in present even they do not have enough budget, human resource and well documented system. In future, the quality of education will be obviously better with the better management of teachers when the local government has enough resources and established system.

Finally, both frameworks explained above are applicable and also both are practiced in the three tiers governing system (chapter two). These two models show the different characters and qualities that local level model is more democratic (Gaynor 1998) and the province lead is more socialistic (ibid). Since, the result or quality of education may be different in both models. The democratic model may be more successful because of close monitoring like New Zealand (chapter 2) and the province lead requires more resources for monitoring and implementation like Brazil and Nigeria (chapter 2).

Chapter VIII

Discussion of Research Findings

This chapter discusses on research findings. It links theories and practices of other federal countries on teacher management. Also, it has highlighted the cases followed by media and community people, I have listed the findings by research objectives. Then I have discussed them against the theories and the practices of the selected federal countries.

My first objective of the research is to find out the teacher management policies and practices in federal system of Nepal. In response to this objective, I found conflicting voices and perspectives of different stakeholders. I followed the key respondents like; policy makers, government officials, political leaders, development partners, journalists, head teachers, teachers, students and community people (chapter 4). From the professional perspectives of teacher management, I found different perspectives among the teacher particularly permanent teachers and other stakeholders. The crux of the finding is that permanent teachers preferred the continuity of existing system with limited modification, whereas other stakeholders preferred a shift of authority to local government (Chapter 4).

Teacher Management Components in Discussion and Analysis

This research came to conclude that all components of teacher management are not equally active, effective and influenced. Executive body is more concentrated and involved selection, recruitment and transfer. The soft components like license, professional development and retirement are kept in shadow. The details of findings and discussion are as follows.

License - Recognized and suggested modifications

Research findings say that license program is a prestige, proud and identity of teaching profession. It is important and must be continued with modifications. The major changes needed in this component are; regular exam system, address soft components (7S McKinsey strategic theory) more than 50 percentage pass marks, and subject wise test system even for lower basic level (chapter 4).

One of the respondents shared that license is most important and it is only one entry point for selecting a good teacher. He added,

"... if there is no license provision then there may be different background person in teaching. Political party and other powerful persons may recruit their followers and the whole teaching profession interfered and influenced. He argued also to improve the examination system in a practical way because the present process is more theoretical." (KII, teacher)

Clotfelter et. al. (2007) and Goldhaber (2007) explain that the relationship between teacher license result and students' average achievement is positive. They conducted their research in North Carolina State that teachers who were competent in the license tests were also competent in giving better average score to their students (Buddin and Zamarro, 2008). Buddin and Zamarro cited this fact and they added that the license is the main entrance to select better teachers in the profession. It may not be generalized at all but it may be applicable in most of the cases.

Nepal government has accepted the idea of license and it has addressed by the rule. Teacher Service Commission is an authority to implement the teacher license program (TSC rule, 2001 and its' 9th amendment, 2015). Since, license program is

accepted by the teachers and teacher management stakeholders also. License program was initiated by the government in 1967/68 (Sharma, 2012) and it was continued for a few years. The new education Acts 1971 focused it poorly because the teacher availability was the main problem at that time.

McKinsey's soft components of strategic management are important here to filter right candidates during the license. Either the candidate has sharing, team work, system following and interpersonal skills or not (Jurevicius, 2013). Teacher license is also a part of classroom management skills and ideas which can be followed from bureaucratic theory (Chapter 2) that are record keeping and documentation. It is taken most positive way to ensure better teachers in the classroom but there are some issues about the differences between the teacher having license or not. During the field visits, teacher performance in meetings found similar either s/he is permanent or temporary and having license or not (There are few teachers without having license and they were recruited by the local fund). It means there are other influencing factors including license. So that it is main challenge that license to be continued with its standard form.

Since, it is viable that teacher license must be continued, upgraded and improved in a practical way that the selected candidates are able to perform better in the classroom. License is playing main role in filtration of candidates that a better candidate performs better and helps to ensure results in the classroom.

Teacher selection - Accepted and more concerned on process and as well as temporary selection

According to India's education policy (2019), recruitment must be rigorous, impartial, transparent - designed to find the best teachers, representing the high regard

and respect in which their profession is held by society (Ministry of Human Resource Development, India [MoHRD, India], 2019). From this statement, teacher selection is a difficult and very important step in teacher management. Teachers' interpersonal skills, sharing culture, team work skills and work style are focused factors to select a right candidate so that his or her qualification, problem solving capacity and methodological skills are important (chapter 2). Also, McKinsey's soft factors of management are important in an integrated form to develop a better framework of teacher management.

Gentilucci and Brescia conducted research in California State of USA. They suggested the better ways of teacher selection. They focused on attitude of people, process of selection and awareness about the future consequences of decisions at the selection time (Gentilucci and Brescia 2017). According to them, selection authority needs to follow the ideas like; forward thinking rather than status quo, proactive rather than reactive, active recruiting rather than passive hiring, creative rather than informative candidate etc. (ibid). It means the teacher selection process must be process oriented, internally controlled, neutral, transparent, and trustworthy and less influencing by other factors.

The field results show challenges about teacher selection that there are influencing factors in teacher selection. So that there is possibility of selecting weaker candidate than the strong. In this case, selected teachers cannot perform better in the classroom. Since it is most essential that teacher selection must be standardized in the level of trustworthy with minimum chances of influence.

Teachers proud of being selected in the TSC exams. It means permanent teacher selection is acknowledged by everyone in the field. Everyone admired and appreciated

TSC as an authority for teacher selection with some different voices about examination for the better results;

Regarding the teacher selection, research findings are in the middle of good and bad. Respondents reported that the permanent selection by TSC is good and the temporary teacher selection is more influenced (Chapter 4). Quantitative data received by the survey also reported the same kind of information as it is by the qualitative data (Chapter 4 & 6). Respondents shared their bitter experiences about several loops for influencing the selection process and to choose a favorable candidate. All of the respondents are happy with the role of TSC even they have some suggestions. Head teachers and some key informants are facing some problem with the selected teachers because they are not able to perform classes perfectly. These issues are even in the lower primary level. Particularly teachers are unable to run the classes on the major subjects (Science, Math and English), and some of the selected candidates are not able to deliver classes practically etc.

There is a worse situation of temporary teacher selection in the field. It is influenced by various factors, and schools are not getting qualified teacher on time. Temporary teacher selection at the local level is just a formality to select own candidate (KII, SMC member, Dullu municipality). They blamed the selection process and external influences during the teacher selection. Since, a list of waiting teachers in the municipality can reduce the influences in temporary teacher selection.

Adiguzel (2013) cites that teacher selection is different according to the country, rule, economy and society. The economy of the country plays important role also because there is low attraction if the payment is very low. She focuses on three important steps of

teacher selection like; written tests, interviews and practical observation (Hobson et al., 2010). Also, the Max Weber's bureaucratic theory influenced here because teachers must have the ideas and enthusiasm about administrative and professional skills. Maslow's theory of basic need (Chapter 2) also helps to select a good teacher.

Toby (2018) explains again that political interference is another vital factor to recruit an appropriate teacher candidate at all level. Their report suggests clearly that the “no teacher and no subject teacher” are equal problem in India (ibid). Or, “No” teacher keeps student free and no lessons to learn. At the same time, “No subject teacher” creates confusion in students that they do not have an opportunity to learn right content with right pedagogy.

Job induction and institutional orientation - Highly demanded by teachers but not ensured by the system

Research concluded about the job induction that is new among the teachers so that some of the respondents had no ideas about it. Ninety percent of the respondents responded that it is one of the major components which is not implemented in teacher management. It can play a vital role in teacher motivation. They compare with the other civil service holders that section officers receive 45 days training at the central level. This event is important as a turning point to the profession. Respondents added that the selected candidates were not familiar with the teacher's daily cycle of profession so that job induction is important to introduce teaching profession and teachers responsibilities among them.

Parlar and Cansoy explain that the importance of job induction that bureaucratic school culture starts with the job induction (Parlar & Cansoy, 2017). Bureaucratic

management theory in sincere about hiring a staff so that a competent candidate is motivated and ready to materialize whole expertise in the classroom. Similarly, strategy, system and structure components of strategic theory prioritizes the job induction for newly selected employee (Chapter 2).

A secondary level teacher respondent said that other civil service holders in Nepal get an opportunity of 45 days job induction training in Kathmandu before holding the position but he passed secondary level teacher and he knew his result from media. Then he went to DEDCU and received appointment letter and went to respective school. Head teacher in the school allocated five periods a day. He adds such a practice of not engaging newly appointed teachers in training and orientation demotivates teacher for ever (KII, teacher, Garuda municipality). From the survey also, respondents recommended the provision of job induction in coming system of teacher management (Chapter 6).

Wallace (2014) explains that job induction plays an important role to introduce post and organization properly to staff. She adds that it helps to motivate and to retain staff longer. Confusion creates frustration and failure in job. Since, clarity on roles, responsibilities, benefits and about the clear picture of organization accelerates the employees' working capacity (ibid). She also explains about the procedure of job induction that the content must be about post, about organization and about legal provision. The facilitators must be the leaders in the respective sector (ibid).

According to Maslow's hierarchy of needs (1987), each individual's mind is crowded with the several things about their own survival and betterment. Sociologist Wilson (1929) clarifies that the selfish gene recognizes first the "self" and neighbor and then others. Since, teachers must be explored beyond these two focuses and to focus on

their duties and profession first. Job induction period helps to drag individuals from the individual safe zone to professional zone first.

TSC rules (2001 and 9th amendment 2014) explains articles 11 to 25 about teacher advertisement, written test, interview, practical test if required, result publication and claims but it does not explain about the job inductions for success candidates. Similarly, Education rules (2003 and 8th amendment 2014) explains DEO (DEDCU) as a responsible authority to recruit teachers in the school (article 16 *jha*). However, there is no provision explained about job induction for newly appointed teachers. School management committee is responsible for selecting teachers for the training and supports them (article 25 *ga*, and *nga*). Finally, head teacher is responsible for coordinating among teachers, students, and parents, departmental actions, monthly meetings with the teacher and record keeping of teacher (article, 94 *kha*, *tha*, *dha* and *la*). Also, head teachers' responsibility regarding job induction to new teachers has not been mentioned.

The research findings above conclude that the new employees need to know better about the role, responsibilities, organization and benefits at first. It is the main part of motivation and empowerment to new employee as it is the beginning of career.

Teacher recruitment - The most important and influencing component

Teacher recruitment is debatable among different stakeholders. Teachers are satisfied with the federal level role of recruitment, whereas other stakeholders preferred either local level or the province government's role to the teacher recruitment.

Field information received by quantitative data showed that politicians and community people prefer the local level authority, and government people at the local level prefer the same. Government people at federal and province level prefer the

province role in teacher recruitment where development partners and journalists focused on local level but balanced among three tiers governments (Chapter 4 & 6). Clear division of roles and responsibility among three tiers of government helps better performance claimed by bureaucratic theory (chapter 2). Panta et. al. (2018) and MoE (2012) also explain that there is nepotism, favoritism and other influences in teacher management in the schools. Respondents added their ideas in the same line that there are unsolvable issues in the teacher recruitment and transfer process like; nepotism, favoritism, bargains, cheating and others.

Research finding shows that there takes place more weightage to local government so that there should be the decision-making authority to recruit the teachers. SMC chairperson explained that the local government can monitor, support and manage closely so that the quality of education is better in community schools (KII, SMC chairperson, Kathmandu). He added, the federal and province level role of teacher recruitment creates long process and time taking also. So, the recruitment authority loses the control and an opportunity of necessary supports.

A teacher shared his experiences that recruitment in permanent post is also frustrating. The long process from village to province or Kathmandu is also boring for teacher candidates.

He added that teacher recruitment is debatable, challenging and there are many issues to address it. The simple examples are; government provision is only 3 to 4 types of teachers in the community schools but there are 7 to 8 types. So, temporary teacher recruitment in local level and support by any of the non-government organization is more challenging. Bureaucratic theory talks about consistency and hierarchy in the system

(Chapter 2). Similarly, strategic theory of McKinsey follows the structure for clear role division among the actors (Chapter 2).

Recruitment is another debatable component in teacher management in the world particularly in the developing countries (Gaynor, 1998). He explains the administrative perspective that teachers are loyal towards the recruiting authority. He explains different recruitment models like; New Zealand has grass root model of teacher management where the local authority is responsible to recruit teachers (ibid). Similarly, Kenya has centrally controlled and decentralized provision of teacher recruitment that the central government sets norms and process then the regional government implements or recruits the teachers (explained in literature review chapter - 3).

India is following the state government as an authority to recruit teachers and it has delivered limited authority to districts and gram *panchayat* (Govinda, 2005). Even the *para* teachers are appointed by the district or by the school management committee (ibid). State government in India holds all rights of salary, benefits and evaluation decision of teachers and it means the teachers are more accountable towards the state government (Chapter – 3, empirical review).

The history of teacher recruitment with a standard form is not-longer in Nepal (Education Act. 1971). Also, there was not much competition or it was very difficult to find subject wise competent teachers till 2000 (Sharma, 2013). It means, teacher availability was difficult but selection was easy at that time. In this 20/25 years tenure, teacher selection and recruitment being more competitive (TSC, 2018). The government has a provision of professional oath of the post when teachers are being recruited and the DEO/DEDCU is the authority to conduct oath event (education rule 2003, appendices

15). The recent transition period is also confusing and it is a dilemma between DEDCU (ongoing trend of previous government), province (addressed by the education policy 2019) and local government (addressed by the constitution 2015 appendices 8).

Stakeholders are in confusion because of the recruitment process at different level.

Here, providing recruitment authority to local level means not avoiding province and federal authorities. A strong backup of province and federal government plays important role to manage teachers better.

Teacher transfer - Prioritized by policies but most influenced in practices

My research findings came to conclusion that the teacher transfer is influenced by the power and authority at the local level mostly. The district level authority and power centers badly influenced the transfer in the last three decades. This finding accords with other research findings, and points out that teacher transfer is influenced. It is not following the professional conditions and criteria like bureaucratic theory defines with reference to the clear documentation and record keeping (chapter 2). Still the level of influence is high and biased as it is explained in other reports (Panta, Khanal, Luitel et. al., 2018, Parajuli, Thapa & Shams, 2013).

Currently, the transfer is a bigger issue, there are more than expected number of teachers in some schools, whereas very less numbers of teachers in other schools. Also, teacher transfer and redeployment are more challenging because local government's recommendation is needed and then DEDCU can work on it. According to a teacher respondent, local government is not able to develop teacher transfer guideline and convince the teachers. They are trying to transfer according to the report they collect from their political wings and involvement.

My research concludes that teacher transfer is challenging and unclear role of three tiers government, lack of coordination between DEDCU and local government or the unexpected length of transition period. This challenge may be solved when the local government take over the responsibility of teacher transfer.

Teacher professional development - High priority, multiple support but less materialized

This research also concludes that teacher's professional development is essential to improve the quality of education. It is justified by the policy and plans by addressing sufficient events and budget (Chapter 2). Similarly, justified by the informants that they suggested to organize more events in the future (Chapter 4, 5 & 6). The theoretical stands explained in chapter two, the bureaucratic structure of management and McKinsey strategic management add value in the teachers' professional development. The soft components of 7S theory (sharing, skills, style and staff) follow the professional development better (Chapter 2).

“... the effectiveness of the bureaucratic structure of schools was at the moderate level and the schools' levels of having teacher leadership culture were above the moderate level.... teacher leadership behaviors could be developed by school principals' constructive and cooperative behaviors and the occupational, administrative and institutional supports, which will enable the roles of teachers” (Parlar & Cansoy, 2017)

Karunakaran and Bhatta (2013) claimed in their research report that both pre-service and in-service trainings are not implemented and not reflected in the classroom. Its main reason was neither trainer nor supervisor followed and supported teachers in the

classroom. Also, teachers were not found motivated to implement the skills in the classroom so that training are just for formality rather than educational development. Boudersa (2016) cited that training covers limited content, strategies of questioning, adapting textbooks, classroom aids and few others (Richard and Farrell, 2005). It means there is gap between teacher training and teacher enabling program or teacher professional development. Boudersa (2016) cited again that teacher professional development covers teachers' attitude towards the teaching, interpersonal, teaching, professional, management skills and overall development of individuals (Guskey, 2000).

The two different definitions of teacher training and teacher professional development or teacher enabling suggest developing a holistic package of training which covers both professional and interpersonal skills as well as knowledge. Such a provision of teacher enabling helps teachers to learn and to implement the ideas in the classroom.

In Nepal, teacher professional development started with the establishment of “*adhar shikshya talim 194*”⁸ (Sharma, 2014). It continued by College of Education established in 1957 and so on. It spread out and in numbers and forms of training and finally structured by the establishment of NCED in 1993 (ibid). About 150 I/NGOs working in the education field also focused on teacher training program (SWC, 2017). But findings from the field prove that teacher professional development is limited in teacher training and training limited on teaching methodology mostly.

Under the SSRP (2009 – 2015), government started TPD program and it was called a demand-driven training and the training packages were in three segments (NCED, 2010). Preparing roster teacher, demand collection, Face to Face (F2F) training

sessions, self-learning stage/individual support by trainer and final sum up F2F were major steps in the package. And it looks wonderful in paper and concept.

This study equally concludes that trainings are not implemented in the classroom even if it is an important component. Teachers are trained with various training programs, however, the knowledge and skills are hardly transferred in the classrooms. The students are not being benefited with the investment in the area of teacher training. Teacher respondents added that the training program are not need-based, there is no monitoring, supervision and back support to implement the training in the classroom.

Quantitative data received from survey showed the need of teacher professional development program in the future that all respondents (500) recommended its need in the future also (Chapter 4 & 6). But there is question about its proper implementation in the classroom and it's modification in content and process.

In this research as well, the government and non-government organizations have focused on teacher training, refresher training and professional supports. Teachers in the school also expect training frequently. The government is not satisfied with the training intervention because the training knowledge and skills have not been transferred in classrooms well (DoE, 2015).

Marcelo (2009) cites Linda Darling Hammond (2001)'s work, "The Right to Learn". It means that learning and professional development of teachers is their right and without learning opportunities they cannot perform in the classroom. Marcelo adds that the professional development is much more than teacher training and needs to be addressed at three levels. It covers standardized Teacher Professional Development (TPD), site based TPD and self-directed or individualized TPD (ibid). Similarly, Popova,

Evans, Breeding and Arancibia (2018) focused on the importance of professional development of teachers and they claimed that there is significant difference between properly trained teacher and untrained (World Bank, 2018). They explain that the TPD may should embed the content, context, method, and address challenges faced by the teachers.

According to bureaucratic theory, teacher professional development is a part of management cycle (chapter -3, literature review). Also, professional development is the core component of McKinsey 7S theory (Gökdeniz, Kömürcü & Kartal (2017)). One "S" represents "Staff" and it explains in the whole cycle.

Everyone agrees about the need and continuity of teachers' professional development but there is a debate on training and its effectiveness. Government and non-government reports claimed the trainings are not effective enough to change the classes. Teachers also agree with these findings and conclusions. However, if there are better classrooms in the schools, the teacher student relationship/behavior is better, classroom environment is better to child friendly, teachers are able to show demonstration classes perfectly. So, these things show the effectiveness of training programs. There is another reality that teachers are not implementing skills what they learnt in the training programs. It means they are either poorly motivated or they have not understood the training content in a meaningful way. Or they do not feel compulsion to perform in the classroom.

Teacher work performance evaluation - A formality

My research findings say that evaluation is continued as a formality and just for bases of teacher promotion but not in reality. The existing evaluation system does not matter the classroom teaching and learning process, teacher preparation, professional

development and students' independent learning achievement. They also claimed that the structure of teacher's work performance evaluation form (TSC Acts 2001, annex 1) is defective that it is influenced by the candidate. Also, it is more depend on students' results which is run and examined by teacher themselves.

As the teachers' work performance is not trustworthy and not formative the promotion of teacher is also influenced by the evaluation process.

My research findings have various messages like; teachers and other stakeholders recommended the evaluation and promotion strongly.

“... evaluation nai vaye vane ta teacher ko kam ko value nai nahola”

(KII, teacher, Kathmandu). It means evaluation is necessary for teacher and their recognition of work even the existing evaluation system is not supportive enough.

Similarly, findings from the qualitative data analysis showed the need of evaluation and promotion based on evaluation results in the future (Chapter, 4 & 6). Qualitative and quantitative data both are in the same line and indicate that present evaluation system is influenced by the candidate. It must be independent in the future.

Bureaucratic theory believes that standardized evaluation system and performance-based promotion keep teachers motivated and active in their duties. Also, the personal relationship and benefits are highly discouraged during the process (Chapter 2). Similarly, style plays the key role in staff's evaluation and promotion in strategic theory (Peter & Waterman, 1980). UNESCO (2016) cited in the draft report that monitoring and evaluation is an ongoing and systematic access to collect information towards the achievement on objectives, outcomes and impact (OCED, 2002). According to Marriott and Goyder (2009), monitoring and evaluation is a long-term process so it

requires a long term effort and a strategic commitment from the outset (UNESCO, 2016). It focuses on six components of monitoring and evaluation like; demand, clear roles, trustworthy information, accountability, incentives, and capacity (ibid). Singapore follows the V3SK model of monitoring and evaluation (chapter 3.2)

The government provision is to evaluate teachers by different layers of supervisors. Head teacher, school supervisor, DEDCU officer, and Nagar education officer have the right of evaluation of teachers (education act 1971 and education rule 2003). TSC is the authority for teacher promotion according to their cumulative records like; service years, performance evaluation etc. Teachers are happy with the evaluation and promotion process because it is not creating pressure to perform better. But other stakeholders are not satisfied with the evaluation and promotion process. According to respondents, all types of evaluation and promotion are just for formality so that it shows the improving performance of teachers every year. They have been promoted up to first class because of this improving performance record but their students' learning achievement is always poor (chapter 4).

Particularly, TSC follows an evaluation form with different sections of information. It is basically lead by teachers themselves. Other evaluations are not tied up with the promotion and other decision-making points like explained by Santiago and Benavides in (2009).

According to Sawchuk (2015), a simple definition of evaluation follows with teacher evaluation and it is a formal process of reviewing performance of teacher effectiveness in the classroom (Cleaver, States and Detrich, 2018). Santiago and Benavides (2009) focus that evaluation helps to increase the accountability of teachers if

the evaluation results are used in decision making like; bonus, salary increment, firing and promotion (ibid). Marzano (2012) explains about formative and summative evaluations are equally important to improve the quality of teachers and the quality of education in the schools (ibid).

Bureaucratic theory (Max Weber) also focused on staff administrative work like; job description, monitoring, supervising, reporting and other evaluation work. Also, 7S theory of McKinsey emphasizes on staff bonding, sharing of common values and evaluation of staff. Similarly, motivation and basic need theories (Chapter 2) explains the importance of evaluation based on their performance.

Teacher retirement - Appreciated provision and criticized process

This research concludes that teachers are not happy with the retirement process because they have much more hassle on the paper work. The post retirement opportunities are not discussed even and it would be nice if the qualified and interested retired person can involve partially as a guest or as a social worker (Chapter 4). In this research, both survey and interviews recommended the local government's involvement in documentation and facilitation for the retirement process. However, the final authority is federal government. Similarly, both types of data recommended the post retirement opportunities for the interested as well as potential teachers (Chapter 4 & 6).

There are some dissatisfactions among the teachers about the retirement process because of the documentation and recommendation by the respective authority. It requires a proper documentation (first contract date, school, record of transfer during the job tenure, promotion, leave record, etc.) from the beginning of the employment particularly the permanent job started. Basically, records and recommendation from the

respective schools and the DEO/DEDCU are important. Sometimes, it takes a long time to receive a pension card and teachers irritated with the profession and the government. Teachers when they are reach Kathmandu and *kitabkhana* for final documentation of pension, they feel guilty and humiliation so that the retirement process to be flexible and systematized in future.

Since, it is important to improve the system and to motivate the retired force also. The motivation of retired force can open the doors of further involvement in academic activities organized by the school and local community. Also, the local government can have better plan to involve the retired force as a social worker or guest teacher in the schools.

Bureaucratic theory deals and focuses on the clear documentation and role clarification in human resource management. Accurate record keeping is one of the key points under this theory (Chapter 2). This provision prefers the proper documentation of retirement process. In a similar tone, the strategic management theory deals with the style and proper management of documenters (Chapter 2). Here, regarding the policy provision about teacher retirement, the field findings and the theoretical bases are different. The policy provisions are attractive, however, the field findings are discouraging and theoretical bases are poorly followed.

Education rule (2003) chapter 20, article 113, 114, 115, 116, 117 and up to 123 is about the teacher's retirement facilities and process. It is very clear about the criteria, conditions, types of facilities, amount of money and the beneficiaries. There are more clarifications to facilitate the retired teachers (ibid). Similarly, education rule (2003) appendices 16 clarifies about the teacher's personal and professional portfolio.

Appendices 18 explains about the retirement initial demand form for *Kitabkhana*, and appendices 19 and 20 declare the pension card for respective teacher and his/her family members (ibid). The regional level offices of employee provident fund are supporting teachers. But teachers need to visit Kathmandu, Shikshyak Kitabkhana, and Central Office of Provident Fund for their final documentation.

Singapore has more organized system of retirement process, payment and facilities. They have three options of pensions like; full pension, gratuity with reduced pension and commuted pension gratuity. Similarly, they have fixed the pension day so that everyone receives pension amount in their bank account each month. Civil Service Card (CSC) is another facility for the retired teachers and it covers to all dependents of a retired teacher (ibid).

Similarly, Tamilnadu state government of India has own state policy of retirement and benefits. It is flexible about the service year and benefits to the retired teachers (MoF, 2012). Family pension, extra gratia payment, pongee prize, and health fund scheme are main attraction (ibid). Tamilnadu government encourages the retired people to involve in social work and to contribute for the development of society (ibid).

Since, pension (started in 1834 in France) benefit is now over the world and most of countries are following. All countries have provision of pension even there are differences among the countries. I found that Germany has provision of involvement of retired teacher as a social worker in schools (visit note Oct 2012). This type of provision may be in other countries as well.

The second objective is to identify the influencing factors in teacher management in federal system of Nepal. In relation to this objective, I found that the whole system is

not influenced equally. There are few components which are more influenced and the whole system of teacher management is pushed in shadow.

In my research finding, teacher selection is most influenced by power and authority but permanent selection has come in right track as it has been handled by TSC (chapter 8 obj. 1). Temporary teacher selection is still led by the school management committee and District Education Development and Coordination Unit (DEDCU). It is always influenced by power and authority (chapter 4). Basically, local leaders, officials, committee members and politicians involve to select their own candidates. It is a kind of nepotism, favoritism and monetary influence (Parajuli, Thapa & Sham, 2013).

Similarly, teacher transfer and selection of training program are influenced by the same source explained above. Also, head teachers play key role in teacher transfer as well. And, the head teacher can also encourage political biasness and favoritism while proceeding teacher transfer (chapter 2). So, teacher transfer, temporary selection of teachers and selection for professional development are basically influenced. Such factors are cause of the poor quality of education in the schools.

From the theoretical perspective, influence is being possible because of poor documentation and record keeping system, described hierarchy and build up system (chapter 2). Strategic theory explains that internal factors of teacher management like; sharing, structure, back stopping, and staffing practices and its poor management is main reason of influences (chapter 2).

The third objective is to explore stakeholders' perspectives for the teacher management in Federal system of Nepal. Regarding this objective, I found different stakeholders have different, and often conflicting, perspectives. As responded in the field,

all respondents recommended the province government as a professional development where the local government can involve at the local level management. Similarly, I found the same voice about TSC role in teaching license, permanent teacher selection and promotion of teachers.

But there are different perspectives of respondents about teacher recruitment, temporary teacher selection, evaluation, departmental actions, and retirement as well as salient components of teacher management. Basically, permanent teacher respondents recommended existing system of teacher recruitment and temporary teacher selection. Similarly, federal government was preferred as an entrusted authority in the case of the retirement process (chapter 4). But other respondents preferred local government as an entrusted authority of overall teacher management. They claimed that the local government can deliver services effectively and the quality of education improves (chapter 4 & 5).

According to bureaucratic theory as well as strategic theory, local government may be able to manage teachers with better structure, system, sharing and backstopping (chapter 2). Also, behavioral and social theories are attracted during the teacher management that teachers' basic needs to be addressed and the conducive work environment to be maintained in schools.

However, as I explored in the field, different factors are ongoing or in practice in the field. It shows that the effect of transition period or presence of some other factors is causing some disorder in the system. I am not sure that those factors either greasing the teacher management system somehow or somewhere overlapping or creating gaps in the

system. So, I thought to present here for the further discussion towards policy provision in coming days. These factors are discussed below.

Gaps and overlaps between the local government and the DEDCU

Constitution (2015) recognizes three tiers of institutions viz. federal, province and local, for managing teachers. It has not mentioned the District Education Office (DEO) but the government changed the name and role of DEO to District Education Development and Coordination Unit (DEDCU). DEDCU has given a regular role of teacher management like; recruitment, certification and transfer. I found that education officers at the local level are frustrated. They have not required fund, system, working environment and support system at that level. So that they are dependent on DEDCU for required information and support.

Similarly, DEDCU claims that it does not have resources but they are doing their best and supporting teachers for all kind of records, transfer, recruitment, etc. Since, power sharing between local government and DEDCU has become a hot cake issue. Teachers need to work with two line-offices for the same work. It may be the transition period of federal governing system, and it is taking time to deliver power to the local authority. District Education Development and Coordination Unit (DEDCU) was a single authority of teacher management at the district level before the federal system, and it was holding all type of teacher management power at the time. All information of existing teachers is limited in DEDCU. Still, they are holding power and municipalities are still not able to perform without necessary information for DEDCU.

Constitution of Nepal (2015) does not recognize the DEDCU for the purpose of teacher management. Local government is responsible to manage the basic and secondary

level education so that the local government is executing the teacher management plan within the catchment area. Overall authority and resources are in local government but existing teacher information and affiliation is with the DEDCU. Getting delayed in federal education act declaration is the main problem. The province government has not declared the national standards and institutional position in federal Nepal. The proposed federal education act (2019) is contradictory with the moral of constitution that it distributes that power between the province and local government.

It is seen as a serious transition period that the processes of teacher execution are getting lengthy. For example, a teacher, in order to get a transfer, must have a permission of respective school and local government and then DEDCU. Local government visit schools, observe the school environment and classrooms, suggest to the head teacher and teachers but they are not able to executive their education act in line with the constitution (KII, Garuda municipality).

In interviews and meetings, education officers in the local government said that they have no more authority to manage teachers. They are just responsible to release salary according to the payroll given by DEDCU and to release other fund prescribed by the government system. Also, local government involves in placement of newly recruited teachers by the DEDCU. According to education officer in the local government, placement is a kind of acceptance only because teacher is coming with the appointment letter explaining school and post. So, he is not able to instruct, motivate, and support to the teachers.

Since, this is a kind of wastage of time and human resources only. At the moment, District Education Development and Coordination Unit (DEDCU) coordinators are not

working happily. According to them, they have no more human resources as well as other resources, no more authority of teacher management and they are not authentic body to handle the teacher management in the districts. One of the DEDCU respondents shared that he is handling most of the issues of teacher management from his office but the government is providing most of resources to the local government. It means a kind of misuse of resources.

DEDCU respondents claimed that they are serving majority roles of teacher management from the district office. One of the informants added that teachers visit DEDCU for each and every data, and also the Center for Educational Human Resource Development (CEHRD) depends upon DEDCU mostly. It may be easier for CEHRD people to receive necessary data in a collective form and the same for MoEST. Since, DEDCU coordinators are holding most of data and facilitating role from the phasing out office. He also emphasized to provide more authority and resource to DEDCU. At the same time DEDCU head explained that the DEDCU to be defined as a unit of province government to coordinate and represent at the district level and not a central government.

Dilemmas and Worries of Teachers

Both permanent and temporary teachers are in dilemma. They are worried and feel fear about their job security, continuity of facilities and possible interferences from the local government. The constitutional provision about teacher management by the local level is a main trigger factor for many teachers that they have fear about new authority.

There are some psychological, emotional and heart touching expressions of stakeholders particularly teachers. Both permanent and temporary teachers have dilemma

and fear about the uncertainty of ongoing process. It looks like it is hampering the daily schedule of teaching and learning in the schools. Also, the local government officials have a kind of fear for taking actions against the teachers. Basically, permanent teachers have fear and confusion of changes in system so that they may be governed by the local government which is not comfortable for them. They may think that they are shifting from nationwide large platform to local level where they have less opportunities. Similarly, the temporary teachers have dilemmas about the process and opportunity of being permanent in the same school.

School principal reported that the local government is not initiating any program about the quality of education. They are focusing on improving the facilities and monitoring mostly. Basically, there are too few teachers in many schools and various categories of teachers in some schools. Also, there are very low paid teachers, and the staff recruited for the purpose of office assistance is involved in teaching and learning process, and s/he is working as a teacher. Municipality asks to visit the office by the head teacher and there are free classes because of teacher absenteeism. Each teacher needs to attend six/seven periods in a day which is almost by a person. Since teachers are following the traditional way of *padha padha*. He added that he is worry about the role of local government that either they can play supportive role or they will act as an administrator only.

There are similar issues, fear and dilemmas, in the responses of all stakeholders. For them, teachers are not involving actively and paying more motivation and dedication because of such fear and dilemmas. Adding more on cases above, transition period as well as after three years of federal government declaration there are not positive

symptoms of teacher management in the country except TSC which has started to regularize license and selection process under the phasing out Act. For example, Nepal federal constitution explained authority of basic and secondary education to local government (Constitution 2015, appendices 8), the federal government's proposed education act explained that recruitment and monitoring are the roles of local government; and the province government is responsible for transfer, promotion, evaluation and departmental actions (Chapter 3, article 10.2). Similar difference is found in the act of the local government; and that of the federal government is to facilitate and regulate the local government. These standpoints of different governing bodies creating confusion like; the supreme court arbitrated that none of the local government can recruit teachers and all governments must follow the education act 1971 and education rule 2003 (Nepal *samachar patra*, Thursday, 17 Oct 2019).

It means the leadership taking longer period to declare the way and destination of teacher management. Researcher came to the conclusion that teachers do not believe the local leadership in totality. Still teachers want federal control of teacher management and local level support only. Teachers hope their wider network, nationwide connections, and do not want to be limited in a local boundary.

This division of mind and situation in the school level and local government is creating transitional period. Teachers and the local governments are not in the same box of problem solving and institutionalization of schools. The direct effect of this situation is affecting daily teaching and learning process in the schools.

Finally, it is a serious concern of teacher and their accountability about growing students. Here, teachers' feeling is important that either they are motivated or not. One

teacher told that he is not feeling anything new and positive towards the teacher and teacher's professional development. The government's decision to shift teachers at the local level is harmful and no one will work happily in vacuum.

I/NGOs Focus on Professional Development - Results are not Justifying

Save the Children Nepal is providing different trainings to the teachers (SCN report, 2015). They are focusing on capacity building of teachers, there are changes seen in the classroom, teacher is active and students are motivated, but these happiness are until the NGO staff visit the school, support and encourage them. A Nepali proverb follows here, “*punar musiko vaba* (again rat)” because if the staff visit after a few months of program phase out then the classroom teaching and learning similar as it was before the project implementation. Also, SCN trained 3350 teachers in the year 2015, prepared master trainers and basically, they focused on capacity building of teachers and resource persons” (Annual report 2015, pp. 11 and 12), but not much hopeful about its sustainability.

In my research field, I found a strong presence of non-government organizations. These organizations are working closely with the local government and schools. I had assumed that teachers are benefited with the NGO's support like; resource, training and others. In reality, there is different mindset of teachers, students and community people. Accordingly, their teaching learning practices and results are seriously affected. Being curious more about the impact of NGOs support both situations was observed. First situation was the ongoing support of NGOs and the second was phased out. According to DFID education policy for the year 2018, teachers are not good enough for the child

friendly teaching and learning capacity and they need adequate support in the classroom and in the learning process (DFID, 2018).

One of the respondents shared that they were benefitted with the NGO that educators visit schools frequently, spend enough time in the classrooms, involve in teaching and learning process, support materials, work closely with the student, organize feedback session and help developing teaching materials also. It helped to conclude that the NGOs are working on important part of teacher management like; enabling and motivating teachers. This is very important to improve the teaching and learning process. My discussion came to conclusion that NGOs interventions are helpful and supportive in teacher management, but the things are not sustainable because the change of Nepali governance into the federal system has pushed them into dilemmas.

Some of the respondents shared that NGOs are not making any difference in the school and students' learning achievement. They added that the things seen in the schools are temporary and the activities continue till they run the program. Teachers are continuing the NGO initiatives for the sake of NGOs not for the children and their learning achievement. A community member shared that NGO support is good because they work and provide materials until they are here in the school but all the changes and resources are not in use after their departure.

In a crux, NGOs are working for developing human resource particularly enhancing capacity and skills of teachers because the teachers are main actors to continue the project interventions. But the teachers are not continuing the best practices either they are not happy with the interventions, or they are not benefitted by the interventions or the interventions are not appropriate for the system they have followed. An intensive

observation showed that NGOs are supportive to explore ideas, resources, and motivating teachers for a short time. The project run trainings and materials are not counted by the government system. It is one of the reasons that school team does not want to continue the activities carried out by the NGOs. It may be the ownership issue for ever.

The fourth objective is focused on the development of possible as well as practical framework of teacher management in the federal system. In response to this objective, I found that the local government is an entrusted authority for overall management of teachers up to secondary level. The normal modification in existing teacher management framework does not work in the federal system. Putting local government in front and background support of province and federal government is the required policy intervention for the teacher management framework for federal Nepal.

Teacher Management Models - Practicable Models for the Federal System

The existing teacher management framework will not address the conditions of federal system of Nepal so that developing a practicable framework is essential even if it is more challenging.

Research findings showed that the teacher management provision of constitution (2015), Federal education policy (2019), Sunawol municipality's education Act. (2019), draft copy of province education policy (Bagmati, 2020) and the draft copy of federal education Act. (2019) are not in the same line. Constitution explains the executive authority of secondary education is local government (Appendices 8). Federal education policy explains that it is the province government's role according to constitutional provision (Appendices 9) and the local government is an implementing partner of the province government. Among the gaps in core documents above, the existing framework

as follows cannot be implemented (chapter 7, figure no. 14) because it is more centralized and the local level stakeholders are exploited so that they do not own the decisions.

My findings claimed that a single authority cannot lead all nine core components and four salient components of teacher management. Since it is a shared role with clear division according to bureaucratic theory (chapter 2). Even there is all three government's involvement, the main entrusted authority if local government for the betterment of management (chapter 6). There are nine regular or core (license, selection, recruitment, training, supervision, evaluation, promotion, transfer and retirement) components which are addressed the policy and system even there are issues at different levels. Also, education act and rules developed in the federal system are focused on those core components. It is evidenced by the education Act of Chandragiri (2018), and Sunawal (2019) municipalities, and the Bagmati province's proposed education Act (2020) as well as by the proposed education Act of federal government (2019). But salient components (job induction, institutional orientation, exposure, backstopping, post-retirement opportunities) are not addressed in this Acts and rules (ibid).

The execution of salient components may work better to see the results because these components are applied in other service sector like private sector and the government civil service. Teachers are monitored and supported during the school time so that teachers are motivated and they are giving better results (KII, principal, *Samata School, Gwarko*). Similarly, Rato Bangala School focuses on teacher selection and observes psychological attitude of teacher candidates. Certificate, percentage of achievement, problem solving are seen factors and easy to evaluate but the salient factors are difficult to evaluate and these play important role in daily performance (KII, director,

Rato Bangala School). Since, these salient components are important to motivate, encourage and to enable teachers. For example, training without resource support, monitoring and supervision is a kind of formality only (Karunakaran & Bhatta, 2013).

It is justified that the knowledge and skills of teacher training has not been transferred well in the classroom (NCED, 2013). The different practices in government and non-government schools show that the importance of revision of existing teacher management system does not work well. Rather, there should be the proper coordination in the management of teacher training, however, the local government should act as the immediate planner, supporter, facilitating authority for the teacher training up to secondary level education in the nation.

Following the above findings there are two possibilities of teacher management framework. First, framework lead by province according to federal education policy (2019) which is less prioritized by the respondents (chapter 4, figure no 12). Second, framework lead by the local government is most preferred by the respondents and it is defined more easier to manage, divide role and responsibilities, teacher support, record keeping, maintaining hierarchy, sharing etc. which is accordance to bureaucratic and strategic theoretical values (chapter 2). They mean sharing, system, support and structure play important role to motivate and mobilize employee which implies to teachers (ibid).

CHAPTER IX

Conclusions and Implication

This chapter concludes the research findings. Based on the conclusions, it draws implications on core and salient components of teacher management. I have concluded the findings first, and then discussed implications as doable activities at different levels of teacher management.

Conclusion 1 The Specific Power Sharing Design among Three Tiers

Nepal is shifted to the three tiers federal system from the unitary governing system and all policies are being developed or in the process accordingly. Still the bureaucrats and leaders are used to with the conventional unitary system. The field experience shows that it is not easy to deliver power to the local levels and provinces. It requires a clear division of roles and responsibilities among three tiers of governments with rational (Weber, 1864 – 1920). Regarding the power sharing among the three tiers of government, this research makes the following conclusions regarding the core components of teacher management. Besides these core components, all three tier governments and school itself are responsible to address the silent components.

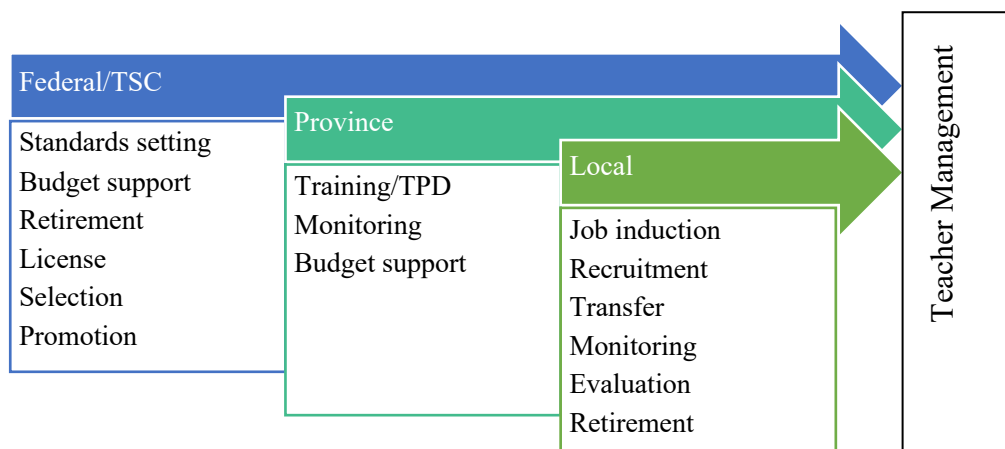


Figure 19: A framework of authority sharing among three tiers

While allocating power and authority in this manner, the local government becomes more responsible in teacher management where province and federal government also play supportive role so that they have few but major components to fulfill. The Constitution-2015 of the country supports this conclusion but the federal education policy requires assistance and support from the local government and province government (Chapter 2, policy review). In two tier government system of the federal countries (Chapter 3, policy review), province and stage governments lead teacher management. Three tiers federal countries like; Brazil follows the above framework that the state government is more responsible for teacher recruitment but the rest of components of management are covered by the local government (ibid).

Conclusion 2 The Holistic Management of Teacher Components

This research concludes that the federal framework of teacher management must be holistic where both major components and silent components are addressed. If a single component is not addressed in the framework or it is mistakenly represented by the authority then the whole framework does not work. Since, the core components of teacher management are teacher license, selection, recruitment, transfer, training and professional development, monitoring and supervision, evaluation, and retirement to be addressed properly. At the same time, other components like; job induction, orientation, post retirement opportunity, salary and benefits, motivational factors and school facilities, are to be addressed properly.

This arrangement gives a frame that teaching itself is an important profession which needs to be holistic at first. The teacher himself/herself must have common sense and minimum life skills and then s/he can groom children better. The life skills and the

perspectives of knowledge are different according to era. It also nurtures the understanding that the teacher candidate should be digitally literate. Daily life skills, the household activities, mode of business and market capital are modified or in improved phase. A teacher who is enthusiastic and has courage to learn these innovative ideas and modern inventions performs better in the school. So that during the teacher selection process, a holistic mindset candidate must be in priority and the process and the tools of selection should be based holistic mindset.

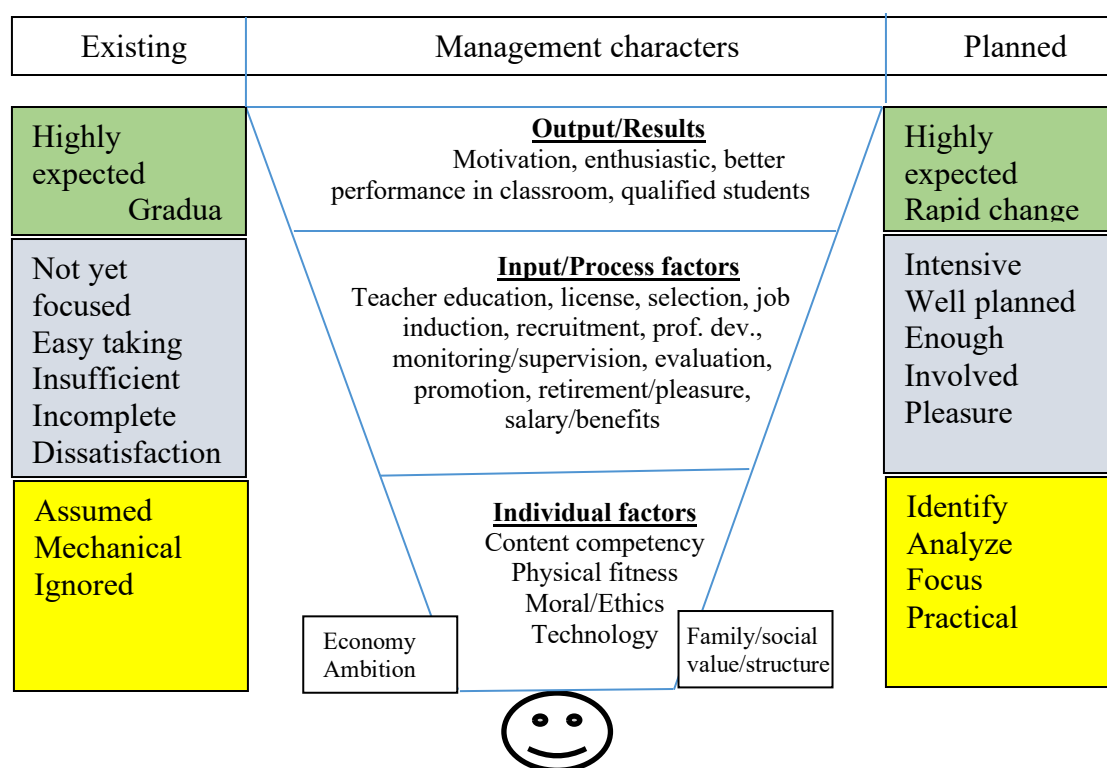


Figure 20: Holistic form of teacher management

Holistic framework involves both types of characters of teacher and teacher profession. The background and screen factors play equally important role in profession. The figure above tells us that a teacher candidate must have a holistic mindset so that s/he can groom children holistically. Also, a holistic framework of teacher management

system can motivate the teachers. For this purpose, the teacher management cycle needs to cover the all components explained above.

Since there are three levels characters of teacher management, the first level starts with the teacher's individual factors and it covers social and cultural values, family environment, economic status, individual ambition and academic qualities. The second layer covers the whole input and process of teacher management. It includes teacher education, preparation, licensing to retirement provisions. It is most important because it involves an input and process part. It requires more investment and more time to prepare better teacher and to keep teachers motivated. The final or third part is the result and impact level which covers the results and impact of education.

The last or third level factors are result and impact of the education which is highly expected but not achieved (NASA report 2018). Since, the proper application of two levels factors ensures better results and impact of education.

Teacher management is not possible in isolation. It is an integrated process and more stakeholders are involved with the required list of activities. According to Hecklau, Flachs, Galeitzke and Kohl (2016), employee himself/herself must have a holistic mindset so that s/he can imagine and act the situation perfectly. They also added that the process of employee selection and the institutional environment must be managed holistically so that the employee enjoys and contributes more. There is always interdependency among the factors or activities so that a holistic person can handle the situation better (ibid).

It is obvious that the teachers are important to improve the quality of education in the schools. Teachers can make changes (Teacher Can Make Difference - TCMD

campaign) highlighted the role of teachers and their limitations. Hightower, Delgado, Lloyd, Wittenstein, Sellers, and Swanson (2011) cite that quality of learning depends on the quality of teachers and teacher quality starts with the initial hiring decisions, granting tenure, rewarding to better performing teachers, and supporting to struggling teachers (Geo, 2007). Teacher hiring process and the whole support and management system plays important role in keeping teachers in track. Again, they added that the payment for teacher is better to base on their performance as the government focuses on the qualification of teachers make nominal senses. They focus on the performance-based payment encourages teachers to prepare their lessons, to update their knowledge and to implement innovative ideas as possible (ibid).

Conclusion 3 Improved Process for License and Selection by TSC

Teaching license and teacher selection program by TSC are appreciated and recognized by all stakeholders. It is less influenced and being helpful to provide better candidates in schools. But it has some gaps that some of the selected teachers are not able to perform better in the schools. Particularly, some of the teachers are not able to handle the classes perfectly. Mainly, those teachers are not able to follow the whole cycle teaching in the classroom. There is a gap of practical activities, students' participation and knowledge of content as well.

TSC is suggested to follow the modified process of license exam and teacher selection where both tests need to follow subject wise papers. Also, knowledge about practical knowledge and interpersonal skills in classroom are tested during the process.

Implications 1 Component Specific Teacher Management Scheme

This study concludes the teacher management needs to care of all the components at one stroke. With this understanding, the following implication has been derived.

Table 25: *Component specific implications on teacher management*

Components	Implications
License	Teaching license is considered a must. This conclusive understanding of this study implies that subject wise tests, assessment of practical knowledge and skills, and theoretical knowhow shape better to the current license test.
Selection	<p>Permanente teacher selection is acknowledged and appreciated with some suggestions. This compulsions of understanding of this study suggests to add subject wise tests even for lower basic level, practical tests for all levels and also assessment of psychosocial test as well as classroom management skills.</p> <p>But temporary teacher selection is disreputable among the stakeholders and people. It is one of the main causes of poor quality of education. This conclusion in this research implies to follow the rosters' list at the local level so that no one can influence. Also, it required a specific guideline of mobilizing roster teachers from the list so that no one can be bias with the person and post.</p>
Recruitment	Teacher recruitment in community schools is not considered by all stakeholders equally. Permanent teachers are found happy with the existing system and other stakeholders seemed unhappy and they blamed it as one of the main causes of poor education. My research conclusion considered the local government as an entrusted authority to recruit teachers. Also, local government to have a formal and specific system to recruit teachers either recommended by TSC or selected from the roster list at the local level.
Transfer	Teacher transfer is known as notorious among the stakeholders. It is not considered as an important component to contribute education

	<p>quality. Also, it has been found that power exercise plays ground different power centers. Since, further implications in the federal system requires the specific system that no more stakeholders involve and interfere it. It means local government is responsible to transfer teachers from one to another school within the catchment area. Obviously, the broader level transfer requires both province and local level involvement. Also requires a specific system with appropriate time of transfer during the academic year and process to be transparent and known among the stakeholders.</p>
Professional development	<p>Professional development is limited in teacher training. Trainings are run by both government and non-government agencies in different modules. It is most required and counted as an essential component to ensure the quality of education. Also, concluded that the training knowledge and skills are not implemented in the classrooms. Therefore, the implication of need-based teacher training module in practice, holistic backstopping module of professional development, ensures the implementation of required support to the trained teachers for promoting professional development.</p>
Evaluation and promotion	<p>Evaluation and promotion considered as it is limited in formality. It is concluded also that promotion to be based on real evaluation of work performance.</p> <p>Application of the realistic performance review report by independent evaluation body for teacher promotion helps to motivate teachers towards their daily duties and responsibilities. Like, NASA reports (MoE, 2017) and V3SK model of teacher development and promotion (MoE Singapore, 2011) is another idea to keep teachers motivated and accountable (chapter 2).</p>
Retirement satisfactions and post	<p>Teacher retirement is an obvious and considered well but the process and post retirement opportunities are lacking in it. This conclusion applies the consideration of post retirement opportunities in the existing system. It can be more effective from the local government</p>

retirement opportunities	rather than DEDCU and the very limited as well as decision making role is there in Kitabkhana and at the central level. Or a separate institution at the province level like USA (chapter 2.2.1) work better for easy service delivery. Similarly, apply of post retirement opportunity for capable and interested teacher as social worker or guest teacher or volunteer teacher helps to reduce issues about lack of human resources in the schools.
Job induction	<p>Job induction is trusted as a turning point towards the new profession which is not addressed by the system as it is compared with the civil service provision.</p> <p>This conclusion applies the endorsement of job induction after selection for the post, either permanent or temporary. Simply a package on roles, responsibilities, work environment, conditions, exactions and possible resources available play an important role in the teacher life. The local government which is entrusted authority leads the program for newly selected teachers.</p>
Teacher category	<p>Teacher category is concluded as a key source of influence and poor quality of education. Nine categories of teacher is a big problem to manage everyday schedule in the schools (Parajui, Sam & Thapa, 2013). It is accepted among all stakeholders/respondents.</p> <p>There is possibility of two or three categories of teachers; the first is (i) permanent teacher (ii) temporary or rural/<i>nagar</i> teachers (iii) paid volunteer teacher. Here, second provision can be followed for one or more academic years according to certain norms of the local government and the third provision is essential to fulfill the short-term problem in the schools like; long term training of teachers, child-birth leave, temporarily increased student number etc. For both category (ii) and (iii), the local government may have list of candidates already. All these implementations come to improve the teacher structure for better mobilization in the federal system.</p>

Implication 2 Teacher Management at School Level

Head teacher is entrusted for academic management of school. S/he needs to manage different types of "complex, daunting and multilayer" (Khaki & Qutosi, 2014) to satisfy teachers, students, parents with quality outputs and educational environment (ibid). It means head teacher post is more managerial rather than a teacher. Nepali practice is that head teacher is a teacher with additional responsibilities of management, monitoring and reporting (respondent, 2019). Since, the following ideas may be helpful in this dual responsibility of head teachers.

First, public schools are practicing teacher recruitment at the local level. These are temporary teachers with different sources and recommended by different person and power center. Head teacher needs to be aware about the stage of teacher recruitment that s/he needs to focus on the quality of person either s/he is motivated or not, either s/he is well-supported by his/her background or not. Candidates' quality and commitment both to be tested at the recruitment processes. Institutional orientation for the selected candidate is most required to track him/her in the line of institutional goal and objectives.

Second, head teacher is an immediate supervisor for teachers so that s/he must feel the seniority and lead the team. The ideas of team building or team work are explained in this research report (chapter 5), and head teacher can go with some ideas to motivate, to liberate and to gear up the teacher staff. Initiating the team work culture and delivering authority to other teacher staff helps work efficiency and output.

Third, evaluation and promotion is an important component of the holistic teacher management cycle and the head teacher is a key actor in the process. Head teacher can influence or manage it better so far as possible. Establishing an evidence-based

evaluation system in the school contributes in teacher motivation, work performance and accountability of teacher. The simple framework of teacher evaluation and promotion is explained in this report (chapter 5) and it may be helpful to initiate the school system.

Fourth, there is a teacher shortage in the public schools in Nepal. It is a huge issue for head teacher but head teacher is not looking for the opportunities as well. S/he has some easy ways to fulfill the teacher shortage which are explained in this report. The teacher shortage can be addressed in two ways: (a) by employing volunteer teacher; the retired teachers can work for limited time and limited activities. They are experienced and familiar with school needs and system so that they can contribute more in the given task. It is possible with the nominal cost or free of cost which depends on the volume of work and time spent (b) by using modern technology from which a teacher can teach in many schools simultaneously.

Implication 3 Reference for Further Research Work

This research has carried out two major conclusions. First conclusion is related to the possible framework of teacher management in the federal system of Nepal. Second is holistic definition of teacher management and it has tried to in build all components of teacher management in the same box and same framework.

Since, researchers can use these findings or conclusions during their research work. The core components and salient components are jointly used to define the word teacher management with operational meaning. Also, the components, teacher selection and recruitment are defined differently with operational meaning that selection is the work by TSC which selects required candidates and recruitment is the task that an authority employs these selected candidates in the respective posts. Here, it is important

to define separately because the employees are always obedient with the employer and TSC does not hold any authority after selection. This authority is important in other components and processes of teacher management like; professional development, transfer, evaluation etc.

Also, research has defined the importance of the salient components in teacher management. The achievement or better result is impossible without proper address of these salient components (job induction, exposure, institutional orientation, post retirement opportunities). So, exploration of all these components in the same box helps the future researchers to explore in depth in the days to come.

Finally, this research concludes new ideas and modifications in the existing policies, rules and practices about teacher management in the federal system. There is error in implementation even the policy has defined clearly like teacher evaluation. Education Act (1971) and the Federal Education Policy (2019) have clearly defined about teacher's performance evaluation that head teacher, school management committee, school supervisor and education officer at local government are key actors. But all these authorities are not able to evaluate teachers based on their annual performance.

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Title: Ethnographic perspective of teachers in Nepali society

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GSJ: Volume 8, Issue 12, December 2020, Online: ISSN 2320-9186

EOI: 10.11216/gsj.2020.12.42481

Title: Teacher job induction and professional development in federal Nepal

International Journal of Scientific and Research Publications (IJSRP)

IJSRP: Volume 10, Issue 11, November 2020 ISSN 2250-3153

DOI: 10.29322/IJSRP.10.11.2020.p10766

<http://dx.doi.org/10.29322/IJSRP.10.11.2020.p10766>

Title: Teacher Recruitment Policy and Practices in Federal Nepal

International Journal of Scientific and Research Publications (IJSRP)

IJSRP: Volume 11, Issue 3, March 2021 110 ISSN 2250-3153

DOI: 10.29322/IJSRP.11.03.2021.p11114

<http://dx.doi.org/10.29322/IJSRP.11.03.2021.p11114>

Appendices

Appendices 1: Survey questionnaire

संघियतामा शिक्षक व्यवस्थापन

सरोकारवालाको दृष्टिकोण

सम्बन्धित उद्देश्य: ३		
संघियतामा शिक्षक व्यवस्थापन सम्बन्धमा सरोकारवालाहरूको दृष्टिकोण र अपेक्षा		
KII		
<p>शिक्षक (२१५), प्रधानाध्यापक (२१), विव्यस पदाधिकारीहरू (२५), विकास साझेदारहरू (२१), नागरिक अगुवा, दलका नेता तथा विद्यार्थी नेता (४१), पत्रकार (१५), शिक्षा अभियन्ता तथा शिक्षाकर्मी (२७), विद्यार्थी (५६), अभिभावक तथा समुदायका नागरिक (७९) – जम्मा: ५००</p>		
क्षेत्र	प्रश्न संख्या	कैफियत
शिक्षण अनुमती पत्र सम्बन्धमा	२	सबै प्रश्न माथि उल्लेखित सबै सरोकारवालाहरूका लागि
नियुक्ति प्रकृया	५	
पदस्थापन र सरुवा बढुवा	५	
पेसागत विकास र सबलीकरण	४	
कार्य सम्पादन, सुपरीवेक्षण र मूल्यांकन	३	
अवकाश प्रकृया र सुविधा	३	
जम्मा:	२२	

यो सर्वेक्षण विद्यावारिधिको शोध पत्रका लागि गरिएको हो। यो नितान्त रूपमा संधियतामा शिक्षक व्यवस्थापन कार्य प्रभावकारी होस भन्ने अभिप्रायबाट निति निर्माण तहमा केन्द्रित गरिएको छ। शोधकर्ताको तर्फबाट हजुरको अमूल्य समय र विचारका लागि हार्दिक आभार व्यक्त गर्दछु। थप सम्पर्कका लागि: *मीनबहादुर*

शाही/ *smin1967@gmail/985110*

नाम: _____ इमेल: _____ सम्पर्क नम्बर (ऐच्छिक): _____			
_____ संलग्न संस्था: _____ पद: _____			
आफुलाई उपयुक्त लागेको विकल्पमा (√) चिन्ह लगाउनु होला।			
क्षेत्र: शिक्षण अनुमति पत्र सम्बन्धमा			
प्रश्न नं – १: शिक्षण अनुमति पत्र प्रकृया शिक्षा सेवा आयोगले कुन तहमा सञ्चालन गर्नु पर्दछ?			
प्रदेश तहमा <input type="checkbox"/>	स्थानिय तहमा <input type="checkbox"/>	जिल्ला समन्वय इकाइबाट <input type="checkbox"/>	
प्रश्न नं – २: शिक्षण अनुमति पत्र कति वर्षमा पुनः परीक्षा दिएर नवीकरण गर्न आवश्यक छ?			
हरेक ५ वर्षमा <input type="checkbox"/>	हरेक ७ वर्षमा <input type="checkbox"/>	हरेक १० वर्षमा <input type="checkbox"/>	हरेक १५ वर्षमा <input type="checkbox"/>
क्षेत्र: शिक्षक नियुक्ति गर्ने निकाय, शिक्षकका किसिम र नियुक्ति प्रकृया			
प्रश्न नं – १: शिक्षक नियुक्तिको अधिकार कुन निकायमा हुन पर्दछ?			
संघिय शिक्षा मन्त्रालय <input type="checkbox"/>	प्रदेश शिक्षा मन्त्रालय <input type="checkbox"/>	स्थानिय तह <input type="checkbox"/>	वि. व्य समिति <input type="checkbox"/>
प्रश्न नं – २: शिक्षकको नियुक्ति किसिम कति प्रकारको हुनपर्छ?			
स्थायी र अस्थायी <input type="checkbox"/>	स्थायी, अस्थायी र राहत <input type="checkbox"/>	स्थायी र नगर/गापा. शिक्षक <input type="checkbox"/>	आवश्यकतानुसार <input type="checkbox"/>
प्रश्न नं – ३: शिक्षक छनौटका लागि कस्तो परीक्षा प्रणाली हुनपर्छ?			

लिखित परीक्षा मात्र <input type="checkbox"/>	लिखित र अन्तरवार्ता <input type="checkbox"/>	लिखित र प्रयोगात्मक <input type="checkbox"/>	लिखित र प्रस्तावना लेखन <input type="checkbox"/>
प्रश्न नं - ४: शिक्षक विज्ञापनको समय अन्तराल कति हुनपर्छ?			
हरेक ६ महिनामा <input type="checkbox"/>	शैक्षिक शत्रको सुरुमा पदस्थापन हुनेगरी <input type="checkbox"/>	हरेक २ वर्षमा <input type="checkbox"/>	आवश्यकतानुसार <input type="checkbox"/>
प्रश्न नं - ५: अस्थायी शिक्षक छनौट र नियुक्ति कुन निकायबाट हुन पर्दछ?			
सेवा आयोग <input type="checkbox"/>	स्थानिय शिक्षा निकाय <input type="checkbox"/>	जिल्ला शिक्षा समन्वय इकाई <input type="checkbox"/>	प्रदेश सरकार <input type="checkbox"/>

क्षेत्र: शिक्षक पदस्थापन, सरुवा तथा वढुवा			
प्रश्न नं - १: शिक्षक पदस्थापन कसले गर्नु पर्दछ ?			
विद्यालय व्यवस्थापन समिति <input type="checkbox"/>	स्थानिय तह <input type="checkbox"/>	प्रदेश सरकार <input type="checkbox"/>	जिल्ला समन्वय <input type="checkbox"/>
प्रश्न नं - २: शिक्षकलाई पेसागत अभिमुखीकरण कसले गर्नु पर्दछ ?			
संघिय सरकार <input type="checkbox"/>	प्रदेश सरकार <input type="checkbox"/>	स्थानिय सरकार <input type="checkbox"/>	विद्यालय स्वयं <input type="checkbox"/>
प्रश्न नं - ३: शिक्षकलाई संस्थागत अभिमुखीकरण कसले गर्नुपर्दछ?			
विद्यालय व्यवस्थापन समिति <input type="checkbox"/>	प्रधानाध्यापक <input type="checkbox"/>	आवश्यक पर्दैन <input type="checkbox"/>	
प्रश्न नं - ४: शिक्षकको सरुवा कुन निकायले गर्नुपर्दछ?			
संघिय सरकार <input type="checkbox"/>	प्रदेश सरकार <input type="checkbox"/>	स्थानिय सरकार <input type="checkbox"/>	विद्यालय स्वयं <input type="checkbox"/>
प्रश्न नं - ५: शिक्षकको वढुवा तथा पदोन्नति के का आधारमा हुनपर्दछ?			
विद्यार्थीको नियमित उपलब्धि <input type="checkbox"/>	सेवारत वर्ष <input type="checkbox"/>	विद्यार्थीको स्वतन्त्र मूल्यांकन <input type="checkbox"/>	लिखित परीक्षा <input type="checkbox"/>

Appendice – 2 Research guidelines

Research guideline

Code of conduct

This research is an academic paper and it priorities ethical consideration first. Validity and reliability of data and respect of KII is in top priority in this research. Basically the following precautions are major conditions to complete the research accurately.

A. Preparation period

- Purposive selection of schools/institutions based on the research objectives
- Purposive selection of key information informants
- Take approval from the concerned authority
- Send request letter to the schools and get their approval before the research starts
- Communicate with school headmaster honestly

B. Team preparation

- Organize orientation class to all members who involve in the research
- Prepare set of stationary and materials to each member
- Prepare a movement schedule and make sure everyone can follow it
- Make sure everyone understands the theme and language used in the questionnaire

C. Language use and communication

- Be honest in speaking and sharing information
- Follow simple words and language
- Use local language as possible
- Respect local informant's in words and language
- Simplify language as it possible so that everyone can understand
- Quote informants' language if it is more important and not easy to elaborate/explain

D. Respect the existing situation, values and culture

- Respect the existing situation of school, institution and people and do not start to advocate or do not show over smart
- Respect local culture
- Respect local values that they are following from long ago
- Admire schools' daily plan and follow that to complete the research plan
- Adjust with the individual differences and appreciate them

E. Permission and appointments

- Approval for overall research will be done in first
- Ask for permission for interview recording
- Ask for permission for taking photos of school, classroom, students, and meeting
- Ask for approval to release information

F. Preparing script or record keeping

- a. Use ball pen to prepare notes during the FGD and interviews
- b. Do not overwrite or write in new place if something to be changed and share with the informants these changes
- c. All notes prepare in order
- d. All questions/notes group according to objectives

G. Data gathering

- a. Try to understand what informant is saying and not to try to understand what the researcher is trying to collect
- b. Review collected data immediate or right after the data collected
- c. Pack up the file or page or document nicely
- d. If it is electronic copy then keep it in two places at least because it may lost in some cases
- e. If there are some confusions in the collected data then make a separate note for more clarification and keep it separate with details of link
- f. Use follow up questions if it is highly important
- g. Focus and collect direct “quote” of informants

H. Again approval

- a. Share the analyzed data with the key informants to release publically
- b. Incorporate necessary changes or suggestions if there are

I. Language standardize

- a. Standardize language before it goes to print. Common and understandable language is prioritized for everyone
- b. Specific content will be code directly in the report

J. Data storage

- a. All raw data will be stored properly for the future to justify claims

Appendice – 3 University letter of recommendation



TRIBHUVAN UNIVERSITY

FACULTY OF EDUCATION
GRADUATE SCHOOL OF EDUCATION
 M.Phil. Ph.D. Integrated Programme
 KIRTIPUR, KATHMANDU

Faculty of Education
 Dean's Office
 M. Phil
 Kirtipur

To:

.....

.....

Subject: Necessary support by providing information and ideas.

Dear sir/madam

This is to certify that Mr. Min Bahadur Shahi the first batch student of Tribhuvan University for PhD is conducting a research work on "Teacher Management in Federal Nepal: A policy Perspective". He is going to visit you/your office for the necessary information and data required for his research purpose. We would highly appreciate it if you could kindly provide him with an access to the relevant information or your sharing about the topic. Your support and cooperation would certainly encourage our student enhance his knowledge and to develop his research work rich/meaningful.

Thanking you for your cooperation.

Prof. Ganesh Bahadur Singh (Ph.D)

Director