LESSONS FROM THE CLASSROOM

A POLICY RESEARCH REPORT ON

TEACHERS' MOTIVATION
AND PERCEPTIONS IN NEPAL

VALUING teachers

VSO
Sharing skills
Changing lives

ACKNOWLEDGEMENTS

The views expressed in this report are representative of individuals who participated in the research and may not necessarily reflect the views of VSO Nepal or VSO International.

CONTENTS

BPEP	Basic and Primary Education Project
CERID	Centre for Educational Research, Innovation and Development
CMSs	Community managed schools
COPE	Community Owned Primary Education
CPD	Continuing Professional Development
DANIDA	Danish International Development Agency
DDC	District Development Committee
DEO	District Education Office
DOE	Department of Education
EFA	Education For All
EMIS	Education Management Information System
FTI	Fast Track Initiative
HMG/N	His Majesty's Government of Nepal
INGOs	International non-governmental organisations
INSEC	Informal Service Sector Centre
LIL	Learning and Innovation Loan
LSGA	Local Self Governance Act
MoES	Ministry of Education and Sports
MoF	Ministry of Finance
NELTA	Nepal English Language Teachers' Association
NGO	Non-governmental organisation
NNTA	Nepal National Teachers' Association
NORAD	Norwegian Agency for Development Cooperation
NRs	Nepali rupees
NTA	National Teachers' Association
PTAs	Parent–teacher associations
RCs	Resource centres
REDs	Regional Education Directorates
RP	Resource person
SEDU	Secondary Education Development Unit
SESP	Secondary Education Support Programme
SIP	School Improvement Plan
SLC	School Level Certificate
SMC	School Management Committee
SPW	Student Partnership Worldwide
START	Simple Toolkit for Advocacy Research Techniques
TEP	Teacher Education Project
TLMs	Teaching and learning materials
TSC	Teacher Service Commission
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VDCs	Village Development Committees
VSO	Voluntary Service Overseas

VSO's *Valuing Teachers* project is a research-based advocacy initiative working alongside VSO programmes. It aims to find out national teachers' views on their roles and needs, in order to inform policy-making and implementation at both the national and the international level. The project takes as its starting point the idea that if developing countries want to improve quality in education, then governments, donors and international institutions must take account of the pivotal roles that teachers play in the ongoing education reform processes. Teachers are the implementers of education reforms, yet before *Valuing Teachers*, there was scant research into what teachers themselves feel about their profession: what motivates them, what affects their morale, and what will help them perform well. VSO set out to explore these issues through a simple participatory research process, involving teachers and volunteers, and a range of education stakeholders. Research has so far been carried out in eight countries: Guyana, Malawi, the Maldives, Nepal, Pakistan, Papua New Guinea, Rwanda and Zambia. Individual case study reports have been published for each of these, and the reports are being used as the basis for discussions with government and donors at the country level. The findings from the first three countries to complete their research (Malawi, Papua New Guinea and Zambia) were synthesised into VSO's policy research report on teachers' motivation and morale entitled: *What makes teachers tick?* (Fry, 2002).

VSO's *Valuing Teachers* project is based on the belief that teachers' needs and perceptions about their jobs should be placed at the heart of decision-making if education reform processes are to be successful. This belief stems from the research carried out in a number of VSO's country programmes and feeds into dialogue at the international level.

The main objectives of the research were:
• to extend the findings of *Valuing Teachers*
• to identify factors affecting teacher motivation
• to provide insights into these issues to policy-makers and other stakeholders in Nepal
• to explore VSO Nepal's future education programme.

VSO has worked in Nepal for 40 years and education has played an important role in the programme throughout that time. VSO has very strong experience of working with schools, communities and teachers to improve the quality of education in the country.

This research was carried out in the context of the international Education For All (EFA) declaration of equity and quality in education. Moreover, VSO Nepal's education programme has been developed to support His Majesty's Government of Nepal (HMG/N) in aspects of delivering the national EFA plan. Recognising the fact that teachers are the core of the education programme, the research looks at different issues that affect teacher motivation.

The findings of the research indicate that teachers in Nepal are working in very difficult situations and with limited resources. Approximately half of the teachers who completed a questionnaire for this research, replied that they were motivated to do their job. However, cross-checking with other research tools (focus group discussions and interviews) has clearly signalled that the morale of many teachers is very fragile and their motivation is in fact low. Significant causes of teacher demotivation in Nepal include the increasing impact of the insurgency, the backlog of permanent positions, low salaries, the lack of job security, the feelings of powerlessness that teachers experience about their inability to create positive learning experiences for their students, and the lack of teacher involvement in decision-making. If these issues are not immediately addressed to improve the situation, teacher motivation will remain low. These issues, therefore, raise serious concerns for policy-makers striving to develop systems to ensure the delivery of quality education

and achieve the goals of EFA. The analysis of gender-specific issues around teaching in Nepal concludes that urgent action is needed to attract more female teachers in order to increase and retain the number of girls in the classroom. In addition, teachers frequently do not feel ownership of national education initiatives, which they feel have been imposed from above, with little regard for teachers' views.

The findings show that the ongoing insurgency in the country has a direct impact on teachers. They are often subjected to extortion, torture, kidnappings, and forced participation in Maoist activities, as well as displacement, property seizure and harassment by the security forces. Teachers have demonstrated their concerns about school premises being used by both warring parties. The fear of abduction, the threat to introduce a different curriculum and calendar, and the frequent abduction of teachers and students has left many teachers displaced and traumatised.

The factors that affect teacher motivation are grouped into six different themes on the basis of findings from focus group discussions, interviews and policy document analysis. The themes are: terms and conditions, human resource management, policy processes, environment and educational aids, students, and teachers' voice and status. Teachers explained how factors relating to these issues have impacted on their roles. The following recommendations (including a seventh set of recommendations for international and national development agencies – derived from a review of policy papers and from stakeholder interviews) are in response to the findings of the research and outline the actions needed to enhance teacher motivation and morale.

RECOMMENDATIONS

1. Terms and conditions

- Within the necessary budget constraints, evaluate pay and other possible benefits in terms of adequacy, cost of living in different locations, and incentives (both performance related and to attract teachers to rural areas). Include social security benefits for long-term teachers.
- Evaluate all temporary teachers over a one-year period to determine capability to teach effectively. Promote the selected individuals to permanent positions and terminate the contracts of all others.
- Establish a recruitment policy based entirely on teachers' ability (including education and prior experience). School Management Committees (SMCs) and District Education Offices (DEOs) should provide checks and balances.

2. Human resource management

- Fill all vacant positions and supply teachers on the basis of the number of students in a school. Adjust allocations to schools every school term so that student–teacher ratios are reasonable in all schools.
- Involve teachers in developing policy and in school administration.
- Run special in-service training programmes to prepare unlicensed teachers for the necessary exams, and to better prepare teachers for the situations they experience in their classrooms. Provide for a steady upgrading of teacher skills, commensurate with teaching materials available.
- Introduce distance learning courses and offer study/certification opportunities for rural teachers.
- Train School Management Committee (SMC) members in their responsibilities and methods for carrying them out.
- Develop an effective appraisal system that includes in-class observation and objective monitoring and evaluation. Ensure appropriate feedback and suggestions to teachers on their performance.
- Provide career paths and professional development opportunities for teachers and management.
- Develop and implement a policy that provides for female teachers and teachers from disadvantaged communities and ensures that they receive appropriate support and opportunities.

3. Policy processes

- Parents, teachers, students and communities should be directly involved in education policy-making, implementation and evaluation as a responsibility as well as a right.
- Teachers' subject associations should be involved in developing the national curriculum and textbooks.
- SMCs should be trained in school budgeting, and be required to publish the school budget locally and hold stakeholder meetings to discuss the budget and how it is spent.
- New policies and decisions should be disseminated through different means of communication (school notice boards, newsletters, newspapers, radio, television and the internet). The communication system should be a two-way system with mechanisms to allow teachers, students and parents to give feedback on policy proposals and on implementation successes and problems.
- Strong coordination, communication and consultation between different line agencies such as the MoES, DOE, and the Ministry of Local Development should be developed to ensure policy coherence across all sectors.
- The political parties should work together to ensure that education policy is not changed every time the government changes.
- There must be an end to all violence and terror in schools: school buildings and premises should not be used for military purposes; training should be organised for teachers to enable them to maintain neutrality; and displaced teachers should be given support.

4. Environment and educational aids

- Develop effective delivery systems for textbooks and other supplementary materials by setting up regional networks for storage and distribution.
- Allocate a sufficient budget for infrastructure and teaching materials.
- Develop the curriculum on the basis of students needs and involve teachers at all levels of the curriculum development process.
- Support teachers to use current technology and equipment such as computers and the internet.

5. Students

- Provide teachers with training and manuals to help them support students who have special needs or are dealing with traumatic situations.
- Provide incentives for teachers to organise extracurricular activities.

6. Teachers' voice and status

- Ensure adequate representation of teachers at all levels of the education system.
- Include teacher representation in planning, implementation and evaluation of education reforms.
- Enable teachers' unions to develop a deeper understanding of the delivery of quality education.
- Teachers' unions should: be more accountable to teachers for their professional development; lobby for teachers' participation; and extend their activities into rural areas.

7. International and national development agencies

- Involve teachers' representatives from the earliest stages of the development of projects and policies that directly or indirectly affect teachers and students.
- The extent to which teachers have participated in the formulation of national and regional education plans should be a key criterion for donors in judging their viability.
- Education stakeholders should collaborate on programme development and implementation, and share resources and good practice.
- Programmes should be developed based on needs of teachers, reflecting regional, geographical and social diversity.
- Donors should coordinate and back HMG/N's plans, not invent their own projects.

Other research in this field has shown that education reforms can only be achieved by motivated teachers. Teachers play a pivotal role in delivering new education development practice and policies. Listening to teachers' voices not only gives policy-makers an insight into teachers' needs but also provides them with an opportunity to realise the challenges and needs that must be addressed to make the programme successful. Ultimately, this will enhance the education experience for students, teachers and all other stakeholders.

VSO Nepal aims to play a leading role in raising and promoting these issues, working together with other key education stakeholders to implement the recommendations of this research. As an international organisation itself, VSO is in a strong position to support international donor organisations to ensure regular active participation of teachers in decision-making process.

This research recognises that teachers' contribution to the efficacy of education reforms, policies and projects is vital. It is therefore imperative to listen to their voices seriously and give due consideration to their concerns.

This report sets out the case that the failure of policy-makers to consider the voices and views of teachers in decision-making is detrimental to the effectiveness of reform in improving access and quality of education. VSO has used previous research to make representations to donors and international institutions, with considerable success. For example, VSO Zambia has successfully lobbied the International Monetary Fund about the unfavourable effect of its policies on the Zambian education sector, leading to concrete changes in policies on teacher recruitment and salaries.

All VSO country programmes that have conducted *Valuing Teachers* research are now working with their respective governments and partners in civil society to find ways of implementing their own specific recommendations. VSO has documented the participatory research methodology used in the *Valuing Teachers* project, and has published this learning in the form of a toolkit entitled *START (Simple Toolkit for Advocacy Research Techniques)* (Tweedie, 2004). We believe this is an exciting and innovative area of work that provides significant opportunities to have a positive influence on education in developing countries through complementary advocacy in the North and South.

This report primarily presents the views of teachers from selected districts of Nepal about their perceptions and experiences of their job. It also presents perceptions of teacher motivation from a wide range of educational key stakeholders, such as SMC representatives, head teachers, resource persons (RPs)[1], students, DEOs, teachers' unions and other stakeholders.

PURPOSE OF THE RESEARCH INTO TEACHER MOTIVATION IN NEPAL

'Work motivation refers to the psychological processes that influence individual behaviour with respect to the attainment of workplace goals and tasks. However, measuring the determinants and consequences of work motivation is complex because these psychological processes are not directly observable and there are numerous organisational and environmental obstacles that can affect goal attainment.'
(BENNELL, 2004)

The purpose of carrying out this research was to:
- learn what Nepalese teachers think about their profession: what motivates them, what affects their morale, and what will help them to perform well
- determine what other education stakeholders think about the teaching profession and teachers' motivation
- support the joint efforts of government and other agencies in Nepal to increase quality and participation in education.

RESEARCH METHODOLOGY

The research process involved a number of methods including focus group discussions, semi-structured interviews, questionnaires and desk-based research. The desk-based research was carried out prior to and after the field research. Several key stakeholders, including major teachers' unions and donors, were invited to the launch of the research. Initial meetings with interest groups and stakeholders allowed the researcher to inform them about the research process and solicit their suggestions and input. In total, 15 focus group discussions were conducted in six districts: Kathmandu, Kaski, Kanchanpur, Ilam, Makwanpur and Rautahat. Usually, focus group discussions were followed by discussions in informal settings. Participants in the focus group discussions were primary, lower secondary and secondary teachers of government-funded community schools, private schools and Community Owned Primary Education (COPE)[2] schools.

[1] RPs (resource persons) are equivalent to school supervisors, responsible for delivering teacher training and providing professional support to the schools within resource centres. RPs are primarily responsible for training primary level teachers. In practice, however, they are heavily involved in administrative work – collecting school data, approving the budgets etc.

[2] COPE is a UNDP programme, that has introduced primary schools to community ownership and participation in the Terai region.

Several semi-focused interviews were held with key stakeholders in the education field, for example with head teachers, SMC members, students, teachers' unions, parents, district education officers, RPs, education officers at district level, and education officials, educationalists, and donors at regional and central level. This enabled the researcher to gain in-depth information about the education policy.

Questionnaires were sent to VSO volunteers, Student Partnership Worldwide (SPW) volunteers and teachers from Dadheldhura district. Individual profiles filled out by the focus group discussion participants provided a base of quantitative data for the research. Where possible, the participants were separated according to gender and level of teaching. Three focus group discussions were organised with female teachers only, three with male teachers only and three with primary teachers only.

In most focus groups, teachers participated and contributed actively in the discussions, and gave positive feedback about their involvement in this research process. However, some of the teachers asked what would change for them as a result. Female teachers were more enthusiastic than male teachers to share their experience in the research. In one case, a female teacher asked the researcher to organise a female only focus group discussion in her school so that their voice would be clearly represented. Perceptions of primary, lower secondary and secondary teachers, and female and male teachers will be highlighted separately in the report where they expressed different views on the topics.

Several government policy documents, EFA core documents and other relevant studies and reports have also been reviewed in the process of writing this report.

During the one-to-one interviews with policy-makers and central level respondents, the findings of field research were reviewed. Secondary data was collected from electronic databases, different websites and related publications.

Sharing of research findings
Part of the process of sharing preliminary findings and receiving feedback from stakeholders included one interest group meeting held at the beginning of the research. The researcher also presented the preliminary findings of the research at an education workshop held in Kathmandu. Participants of the workshop were DEOs, RPs, teachers, head teachers and VSO volunteers. Representatives of different donors, international non-governmental organisations (INGOs), teachers' unions and educationalists were also invited to the presentation of research findings. Participants' input, which reinforced the initial findings of the research, has also been incorporated in this report.

SCOPE
For the purpose of this research, six districts were identified to represent the country geographically, in terms of accessibility, and also included the districts where the government pilots most of its education projects. The research districts include:

Ilam: Ilam represents the far eastern hilly region of the country. It is one of the districts where most of the new education policies are piloted by the government. Focus groups were organised in the centre and rural schools.

Rautahat: Rautahat represents the Terai districts. Focus groups and interviews were conducted in Gaur Municipality and some village development committees. Two VSO education volunteers work in Gaur Municipality and District Education Office. The UNDP has supported COPE schools in this district that are managed by the local community. Teachers from five COPE schools participated in the research.

Makwanpur: Makwanpur lies in the inner hill region. One focus group was organised in this district.

Kathmandu: Teachers from a government school took part in the focus group discussions. Several one-to-one interviews were also conducted here.

Kaski: Kaski is the centre of the western region of Nepal.

Kanchanpur: Kanchanpur represents the far west region of Nepal. It also represents the Terai region. VSO volunteers are working in schools and resource centres here. In terms of accessibility, this is the remotest district in the sample.

Types of schools – definitions used in this report

- Government schools: Schools that are fully funded by the government; sometimes called public schools.
- Community schools: Government schools managed by the local community. The government provides block grants once a year. The block grants are provided in addition to the regular budget, which allows the community to plan and develop the schools. Although teachers are appointed by the government and could be transferred to other schools, the day-to-day school administration is controlled by the community. Teachers and staff receive equal pay and training as their government school counterparts. Moreover, teachers are actively involved in the process of school planning and managing resources. The community is directly involved in managing the schools. Teachers and staff are accountable to the community. These schools are sometimes called aided community schools.
- Community Owned Primary Education (COPE) schools: UNDP-funded schools, run and managed by the local community. In effect, they amount to a parallel system in competition with the government or community schools. Interestingly, COPE schools are under the control of the Ministry of Local Development instead of the Ministry of Education. The local government, such as Village Development Committees (VDCs) and Municipalities, feel that they have ownership of such schools. Parents and management boards monitor school performance, helping ensure strict adherence to school hours, high attendance rates and transparency in accounting and school administration. The school management boards include members from community organisations, with at least one female representative, as well as parents. Local parent–teacher associations also play an active role in COPE schools. The teachers are mostly female and receive more professional training than teachers in government or community schools. As a result, they are more confident in teaching with new techniques. As these schools are supported by UNDP, they do not presently lack financial resources. However, all three COPE schools that the researcher visited did not have good infrastructure: two did not have playgrounds and another school did not have enough classrooms. COPE schools are sometimes called unaided community schools.
- Private schools: Run by an individual or a group of people, these schools do not get any financial grants from the government. Management is often done by the founder of the school. Funded exclusively by fees only, the poorest children, whose parents cannot afford to pay, are therefore excluded. Some schools do provide scholarships for poorer children but the quantity of these scholarships is insignificant. These schools are sometimes called institutional schools. Private schools are sometimes called institutional schools.

Teachers involved in the research

The teachers who participated in the focus group discussion were selected randomly. In total, 116 teachers took part; 67 of them were male and 49 were female. They represented a wide range of backgrounds; some were in their first week of teaching, others had already taught for more than 35 years, although the majority had been teaching for more than ten years. Some female teachers in the selected districts were from very remote areas. Teachers from primary, lower secondary and secondary schools were well represented in the research. However, this research does not include the teachers working at early childhood education or informal adult literacy classes. Age group and educational backgrounds differ greatly among the teachers: some were in their early twenties; others in their early fifties. Some teachers were very excited to share their experience, but others were more reluctant to share their perception of the teaching profession in Nepal.

Practical challenges
The field research was significantly affected by the current insurgency in the country. Several times, the tour plans had to be cancelled. Strikes in the districts and disturbances in communication made the field research very challenging. Most places outside of the Kathmandu Valley were under curfew, so conducting interviews in the evening was not easy. In many cases, schools had difficulties in releasing teachers to participate in focus group discussions. Moreover, indefinite education strikes and political demonstrations by different political parties also interrupted the research, making it logistically impossible to move from one place to another and causing schools to be closed down unexpectedly. On occasion, the researcher was forced to sleep overnight in the jeep, being stranded on the highway because of general strikes called by the insurgents. In the Terai, the schools were running in the morning, starting at 6.30 am and closing at 11.00 am. Long distances between schools also caused logistical problems – reaching the most remote village of a district could take a whole day, for instance.

ORGANISATION OF THE FINDINGS
The qualitative analysis of the findings of this research took place in a multi-step process, aiming to categorise factors and link them to possible solutions. The process allowed the abstractions and simplifications of a wide range of factors, while still representing teachers' perceptions well. The voices of the participants are represented in the report in the form of translated quotes and through the generalisations drawn from the research process. Where possible, the solutions that stakeholders at all levels suggested have been presented.

The findings are grouped into six main themes, which have then been divided into different sub-themes. Each theme is outlined in a separate chapter in the report:

1 **Terms and conditions:** covers the financial benefits that teachers receive, what other facilities they have and the conditions under which they are hired. This section also highlights the various conditions of teachers at different levels. Many of the teachers, especially those in secondary schools, said that salary was a major motivating/demotivating factor.
2 **Human resource management:** discusses the different issues related to human resources (appointments, promotions and appraisal systems).
3 **Policy processes (national):** investigates different education policies.
4 **Environment and educational aids:** examines how environment and educational aids affect teacher motivation.
5 **Students:** highlights the relationship between teacher motivation and interaction between students and teachers.
6 **Teachers' voice:** explores the role of teachers' unions in education development.

For each theme, the researcher has examined the policy framework, teachers' views and other stakeholders' views, and presents some recommendations to address the issues raised. This report primarily presents the views of teachers from selected districts of Nepal about their perceptions of and experiences in their jobs. It also presents perceptions of teacher motivation from a wide range of key educational stakeholders such as SMC representatives, head teachers, RPs, students, DEOs, teachers' unions and other tertiary stakeholders.

SOCIOECONOMIC OVERVIEW OF NEPAL

With a land area of 147,181 square kilometres, Nepal may be a small country, but it is has the greatest range of altitude on earth – starting with the Terai, only 100m or so above sea level and finishing at the top of Mount Everest, the world's highest point at 8,848m. Nepal has just over 23 million people (2001 census) and this number is increasing at the rapid rate of 2.45 per cent annually. There are equal numbers of men and women and life expectancy is just under 60 years. The rate of infant mortality (64 per 1,000 live births) and maternal mortality (415 per 100,000 live births) are high compared with Western figures. Nepal is one of the poorest countries in the world, with an estimated GDP of only US$269 per person (Central Bureau of Statistics 2003).

The government has committed itself to the Dakar Education For All Framework for Action, and has promised to make basic education freely available to all. However, many children are still deprived of basic education. The average growth rate of students attending at primary level is 2.9 per cent, whereas the average growth rate at secondary level is higher at 4.7 per cent. The following table shows the percentage of girls' enrolment 1990–2003:

	1990	1995	2000	2003
Primary	36.0	36.9	44.1	45.4
Lower secondary	30.0	36.5	41.5	43.6
Secondary	28.0	34.5	40.6	43.8

Source: MoES (2005).

As this table shows, over half of all girls of school age are currently denied their right to a basic education. However, because of the awareness programmes launched by the government and national non-governmental organisations (NGOs), the number of girls in schools is increasing. If a family has a son and a daughter, it is the son that is likely to be sent to study in a private school and the daughter will go to a government school. The following table shows the enrolment of students in the different types of the: aided community schools, unaided community schools and institutional schools.

In Nepal, the private sector plays a vital role in education. It dominates early childhood education and higher education, and also controls a significant share of primary, lower secondary and secondary education.

	TOTAL	GOVERNMENT	PRIVATE	PRIVATE %
Early childhood/pre-primary	4,032	1,692	2,340	58.0
Primary	24,746	21,888	2,858	11.5
Lower secondary	7,436	5,664	1,772	23.8
Secondary	4,547	3,258	1,289	28.3
Higher secondary	10,56	439	517	49.0
Higher education	473	80	393	83.1

Source: MoES (2005).

EDUCATION POLICY

National education policy in Nepal is directed by the overarching national goal of poverty reduction as reflected in the government's *Tenth Plan* (HMG/N National Planning Commission, 2003) and the *Dakar Framework for Action – Education For All* (UNESCO, 2000). The *Tenth Plan's* poverty reduction strategy is built on four pillars: i) broad based economic growth; ii) social sector development, including human development; iii) targeted programmes, including social inclusion; and iv) good governance. Within the broad spectrum of education for poverty alleviation, the national educational goals are to contribute towards knowledge building, empowerment and economic growth. To help achieve these goals, the government has prepared a legal and institutional framework with which all concerned stakeholders could interact for the development of participatory and collaborative educational policies and programmes.

THE EDUCATION FOR ALL GOALS

As part of the Dakar Framework for Action, the government is working towards the fulfilment of the following six goals, which incorporate two key Millennium Development Goals (MoES, 2004):

- expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children

- ensuring that by 2015, all children, particularly girls, in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality

- ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes

- achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing Education For All for adults

- eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality

- improving all aspects of the quality of education, and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

The education sector receives the largest sectoral share of public expenditure, but its internal efficiency is low. Dropout rates are high and the quality of education continues to remain poor, especially in public schools. However, private schools that have better quality and performance standards are unaffordable to the poor. Therefore, one of the major challenges before Nepal is to provide quality education in public schools.

Education For All: projected outcomes

INDICATORS	% BASELINE 2001	% INTERIM 2008/09	% 2015
Gross enrolment rate of early childhood	13	51	80
Percentage of new entrants at grade 1 with ECD	8	60	80
Gross intake rate at grade 1	141	110	102
Net intake rate at grade 1	53.7	95	98
Gross enrolment rate	123	104	105
Net enrolment rate	81	96	100
Percentage of gross national product channelled to primary education sub-sector	1.7	2.3	2.5
Percentage of total education budget channelled to primary sub-sector	55.6	60	65
Percentage of teachers with required qualification and training	15	99	100
Percentage of teachers with required certification		99	100
Pupil–teacher ratio	39	37	30
Repetition rate: grade 1	39	10	10
Repetition rate: grade 5	9	3	3
Survival rate to grade 5	66	85	90
Percentage of learning achievement at grade 5	40	60	80

Source: MoES (2004).

STRUCTURE OF THE EDUCATION SYSTEM
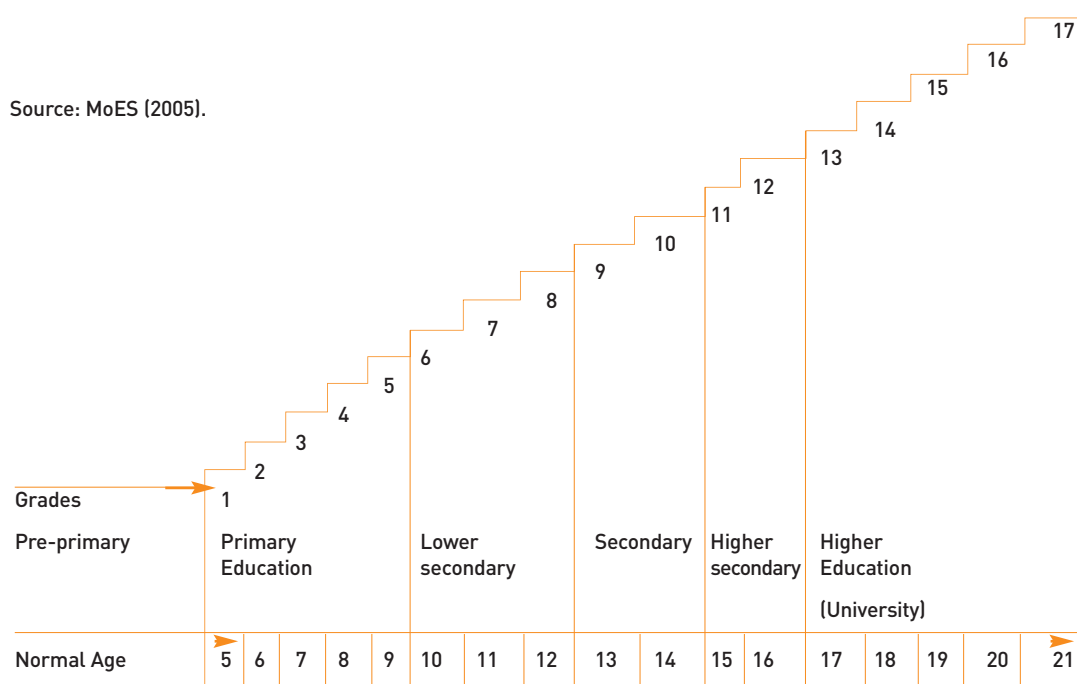
Source: MoES (2005).

Excluding proficiency certificate and based on available data

Teacher supply and demand

Total numbers of students, 1990–2003

| | 1990 | 1995 | 2000 | 2003 | AVERAGE ANNUAL GROWTH RATE (%) | | |
					1990 –1995	1995 –2003	1990 –2003
Primary	2,788,644	3,263,050	3,623,150	4,025,692	3.2	2.7	2.9
Lower secondary	344,138	726,300	957,446	1,210,059	16.1	6.6	10.2
Secondary	364,525	290,143	372,914	511,092	-4.5	7.3	2.6

Source: MoES (2005).

In 1993, lower secondary grades were changed from 6 and 7 to 6, 7, and 8.

Total numbers of teachers 1990–2003

| | 1990 | 1995 | 2000 | 2003 | AVERAGE ANNUAL GROWTH RATE (%) | | |
					1990 –1995	1995 –2003	1990 –2003
Primary	71,213	82,645	97,879	112,360	3.0	3.9	3.6
Lower secondary	12,399	16,821	25,375	29,895	6.3	7.5	7.0
Secondary	10,421	14,585	19,498	23,297	7.0	6.0	6.4

Source: MoES (2005).

Ratio of total schools, students and teachers

	PRIMARY	LOWER SECONDARY	SECONDARY
Student–school	162.9	194.3	129.2
Teacher–school	4.1	3.5	4.4
Student–teacher	39.7	55.7	29.0
School–female teacher	1.2	0.6	0.4

Source: MoES (2005).

The above table gives us a clear indication that the ratio of teachers and students, and in particular relating to female teachers is not satisfactory. The research shows that some schools have more teachers than needed but that other schools lack sufficient numbers of teachers to manage the classes. Some schools run double shift classes, whereas other schools run multigrade teaching. In urban schools, classes are overcrowded because of internal displacement due to the conflict. Rural schools have been disrupted by Maoists calling strikes several times a year, so the number of students in the district centres has increased surprisingly in recent years but the placement of teachers has not been managed accordingly.

Quality education cannot be expected from untrained teachers. The curriculum and textbooks have been revised but teachers have not received refresher training. The following table shows the present situation concerning trained teachers.

Percentage of fully trained teachers

	TOTAL NO. OF TEACHERS	NO. OF FULLY TRAINED TEACHERS	% OF FULLY TRAINED TEACHERS	AVERAGE ANNUAL GROWTH RATE	% OF FULLY TRAINED FEMALE TEACHERS
Primary	112,360	19,535	17.38	18.7	24.8
Lower secondary	29,895	7,979	26.69	11.5	14.0
Secondary	23,297	9,286	39.85	3.3	8.1

Source: MoES (2005).

Only 17.38 per cent of primary, 26.69 per cent of lower secondary and 39.85 per cent of secondary teachers are fully trained. This table also shows that female teachers do not have access to equal training opportunities. For instance, only 8.1 per cent of female secondary teachers are fully trained where the average percentage of fully trained teachers at the same level is nearly 40 per cent. Some of these teachers have only completed short-term training courses. In the past, the government would consider trained teachers to be everyone who has had at least one month of training. But, with the new education policy, trained teachers refer to those teachers who have received training of no less than 10 months duration.

EDUCATION EXPENDITURE, INTERNATIONAL INSTITUTIONS AND DEVELOPMENT AGENCIES
From 2001 to 2004, the education sector received about 15 per cent of the total national budget as shown in the following table[4].

Budget allocation in education in Nepali rupees (millions)

	2001/02	2002/03	2003/04
Total national budget	99,792	96,125	102,400
Education budget	14,073	14,402	15,613
Percentage of education in national budget	14.1	15.0	15.2
Budget allocation in education as a % of GDP	3.4	3.4	N/A

Source: MoES (2005).

The government spends only 3.4 per cent of GDP on education[5]. The following table shows how the education budget is allocated to different levels of the education system.

BUDGET HEADING	2001/02		2002/03		2003/04	
	AMOUNT	%	AMOUNT	%	AMOUNT	%
Primary education	7790981	55.4	8524844	59.2	9111500	58.4
Secondary education	2971033	21.1	3017096	20.9	3188736	20.4
Higher secondary education	48092	0.3	47083	0.3	50980	0.3
Non-formal education	133528	0.9	70395	0.5	77300	0.5
Women's education	261754	1.9	180506	1.3	158078	1.0
Curriculum, textbook and education materials	203206	1.4	89507	0.6	167342	1.1
Educational administration	587711	4.2	684534	4.8	826088	5.3
Scholarship and student welfare	50400	0.4	103103	0.7	103103	0.7
Higher education	1680413	11.9	1471090	10.2	1528400	9.8
Technical and vocational education	193235	1.4	93296	0.6	230756	1.5
Sports and youth	118950	0.8	93750	0.7	115550	0.7
Others	33544	0.2	27217	0.2	55441	0.4
Total	14072847	100.0	14402421	100.0	15613274	100.0
Percentage government share	82.5		79.2		79.3	

Source: Red book of respective years, Ministry of Finance and Education in Nepal, 2003, MoES.

[4]The Indicative Framework for EFA/Education Sector Plans being used by the Fast Track Initiative (FTI) partnership recommends that governments need to spend at least 20% of government revenue on education, (UNESCO, 2005: 216).

[5]This is compared to a spending level of 5.2% of GDP in countries that have already achieved EFA (UNESCO, 2005: 225)

The Medium Term Expenditure Framework for Education For All 2004–09 has been developed as follows:

Regular budget in US$ (millions)

| SN. | ACTIVITIES | YEAR | | | | | |
	BASIC REGULAR BUDGET	04/05	05/06	06/07	07/08	08/09	TOTAL
1	Teacher salary and allowances	75.3	75.3	82.5	82.5	82.5	398.0
2	Administrative cost	3.4	3.4	3.4	3.4	3.4	16.9
3	Stationery	0.3	0.3	0.4	0.4	0.4	1.8
4	Post service benefits (pension etc.)	7.4	8.1	8.9	9.8	10.8	44.9
5	Education management (educational managers' salary and allowance)	3.5	3.5	3.5	3.5	3.5	17.5
	Total regular budget	89.8	90.6	98.6	99.5	100.5	479.1
	Percentage	18.8	18.9	20.6	20.8	21.0	100.0

Source: MoF (2003)

The above table shows that nearly 20 per cent of the total regular budget is spent on education. Despite the government's commitment to meet targets on the goals set for the educational sector, there are a number of gaps between the targets and achievements.

Financing gaps
The budget allocated in the Medium Term Expenditure Framework for different education sub-sectors are based on identified resources. However, there are still wide resource gaps in different sub-sectors.

'The EFA 2004–2009 Core Document has presented a total EFA budget of US$815 million. Of this total budget, US$480 (59 per cent) is allocated for recurrent expenditure. The remaining US$335 (41 per cent) is for capital expenditure. The government has committed resources for EFA of US$536 million (66 per cent) both for recurrent and capital expenditures. Donors, through different bilateral agreements, have agreed to provide support of US$104 million. So far, understandings have been reached with donors for an additional US$158 million. Hence, there is still a resource gap of US$17 million. MoES expects that donors will come forward to cover this gap and assist in achieving the EFA goals. It is to be noted that the Dakar Framework for Action guarantees that countries committed to Education For All will not be constrained by a lack of resources. Government commitment in achieving EFA goals is expressed by the fact that it has already committed to invest two-thirds of the total EFA budget, with the remaining 279 million (34 per cent) expected from the donors.'
(MoES, 2004)

Total EFA budget and resource gap in US$ (millions)

	RECURRENT	CAPITAL	TOTAL AMOUNT	PERCENTAGE
Government commitment			536	65.8
Donors' support				
Agreed			104	12.8
Understanding reached			158	19.4
Donors' commitment so far			262	32.1
Resource gap			17	2.1
Total EFA budget	480	335	815	100
Percentage	58.9	41.1	100	N/A

Source: MoES (2004).

The secondary education sub-sector is getting support from the Danish International Development Agency (DANIDA) and the Asian Development Bank through the Secondary Education Support Programme. However, there is still a critical resource gap in this sub-sector, particularly in human resource development. Large numbers of secondary schools are being managed and financially supported by people at the community level. These are the government schools that run their lower secondary and secondary level with community contributions, the lower level being supported by the government. The teachers who have been hired by the school in such schools are generally underpaid and not paid on time because of the financial constraints. Recently, the Maoist insurgents have forced the government schools not to charge any kind of fees to the students and such schools are facing severe lack of resources. The estimated resource requirement to support human resource development in these community-supported schools is US$15 million for the coming five years.

Sub-sector wide resource gaps for the next five years

SUB-SECTOR	RESOURCE GAP (MILLION US$)
EFA	17
Secondary and higher secondary	35
Technical and vocational	10
Higher education	30
All sector	92

Source: MoES (2004).

TEACHER MOTIVATION IN NEPAL

'In my opinion, teaching is a respectful profession; teachers are the ones who produce intellectual and responsible citizens for the nation. It is with this hope that I entered into the teaching profession.'
MALE PRIMARY TEACHER AT A GOVERNMENT SCHOOL IN KANCHANPUR DISTRICT

The goal of this research was to discover the factors that motivate or demotivate teachers in Nepal. Participants in the focus group discussions expressed much dissatisfaction towards their profession, but a majority of teachers in Nepal considered themselves to be motivated. On a sliding scale of four categories, namely 'highly motivated', 'fairly motivated', 'slightly demotivated' and 'highly demotivated', 55.5 per cent of focus group participants considered themselves fairly motivated. Similarly, 8.7 per cent of participants thought that they were highly motivated, 25.4 per cent of participants thought they were slightly demotivated and 10.3 per cent considered themselves highly demotivated. Despite low salary, no training and no job guarantee, the statistics show that teachers from private schools are more motivated in their jobs.

Private vs government school teachers

	Private school (%)	Government school (%)
Highly motivated	15	9.3
Fairly motivated	85	52.3
Slightly demotivated		31.4
Highly demotivated		7.0

Male vs female teachers

	Male (%)	Female (%)
Highly motivated	14	20
Fairly motivated	52	45
Slightly demotivated	29	21
Highly demotivated	5	14

Many teachers who took part in this research process want to be qualified in five years' time and achieve promotion. The research shows that the motivation of teachers at different levels is affected by different factors. Primary teachers mentioned being positively influenced by availability of teaching materials, training programmes, physical facilities of the school, support from colleagues and active participation from students. However, secondary teachers' responses showed that their positive feelings were mainly influenced by salary, as well as teaching materials, training programmes, physical facilities of the school and students' performance in the SLC exam. Similarly, encouraging factors for lower secondary teachers were training, school environment, and respect from the students. It is noteworthy that the secondary teachers receive the highest salary and cited salary and benefits as the biggest factors influencing their motivation.

Discouraging factors included constant education strikes, insurgency and political interference in the schools, the lack of resources, the lack of proper monitoring and evaluation mechanisms, frequent changes in education policy, irrelevant curriculum and impractical rules. For example, the government has declared free primary education but failed to provide enough teachers to maintain the standard teacher–student ratio (40:1). Teachers from urban areas were more discouraged by the large class sizes and disciplinary problems than teachers from remote areas. Focus groups made up of female teachers clearly highlighted the main demotivating factor as discrimination on the basis of gender. They said they were not given equal opportunities.

Financial considerations
Many teachers talked of certain financial considerations, such as increment of salary, house loans, loans for their children's education, health insurance etc. They felt that the salary and benefits they currently receive are inadequate to support them and their families.

Job satisfaction and appropriate use of skills
Both male and female teachers expressed that their motivation is determined by the impact their job has and by their level of satisfaction. It is clear that job satisfaction depends on many factors. Many teachers who have been given opportunities to teach in higher classes, despite their appointment to a lower level, said that they are motivated because at least they can practice their knowledge. However, teachers having higher academic degrees and no opportunity to teach at the appropriate level, for instance, a primary teacher with a Bachelor of Education degree and who has the opportunity to teach only at primary level for 10 years, loses motivation and experiences low morale.

Working conditions
Female teachers are more concerned about working conditions than male teachers. Female teachers from urban and rural areas equally expressed these concerns. The working and living environment for many teachers is poor, which tends to lower self-esteem. Many schools that the researcher visited lacked basic amenities such as water, toilets and staff rooms. The majority of government primary schools lack toilets[6]. Lower secondary and secondary schools generally have toilets, but they are poorly maintained or often there is only one. In one school, a female teacher was teaching two classes at a time due to the lack of adequate classrooms.

Teaching in rural areas
Many teachers don't want to work in rural schools. The main reasons given for this included the remoteness, insurgency and also lack of opportunities for further education. Most trained teachers prefer to work in the district centre or in urban areas. However, issues in rural areas went far deeper. Rural teachers were not well informed about changes in the education curriculum, as the information was not disseminated effectively. For instance, the Curriculum Development Centre revised the curriculum of Grades 9 and 10 to be effective from the 2004–05 academic session, but teachers in Dolakha district, northeast of Kathmandu, were not aware of the changes. In addition, most schools in rural areas lack basic physical infrastructure like toilets, water and adequate lighting, and often teachers are not provided with the necessary teaching materials.

Rural teachers also deal with greater educational challenges. Poverty, the lack of parental education and the lack of an environment conducive to learning all impact on students' results in exams such as the School Level Certificate (SLC). Yet these factors are rarely acknowledged and teachers are blamed for their students' poor performance when the home and learning environments have more effect on their performance.

The lack of incentives for teachers to teach in rural areas creates other problems:

> 'There are not enough teachers in the school. I am the head teacher but I also have to teach as many classes as the other teachers. One problem for us is teaching English and maths. None of the teachers want to teach these subjects because they do not feel confident in them themselves. When one teacher goes on training, we either have to ask students from one of the higher classes to teach or send the students home.'
> HEAD TEACHER FROM A RURAL SECONDARY SCHOOL, ILAM

Secondary level teachers sometimes get the opportunity to teach at higher secondary schools. One motivating factor for them was having the status of teaching at a higher level. The Department of Education (DOE) needs to develop incentives for teachers to work in rural areas, including learning visits in well-equipped urban schools and marks for promotion. A good number of middle- and high-income developing countries have introduced effective staffing policies for 'at risk areas'. These include better housing (Malaysia), housing credit (Colombia), local continuing professional development (CPD) programmes, recruitment and training (Uruguay). In New Zealand, teachers earn points based on hardship levels, which are an important determinant of reassignments (Bennell, 2004).

Training
According to the profile of focus group discussion participants, almost 90 per cent of primary and secondary teachers have received some kind of in-service training. However, it shows that there is no training for lower secondary teachers. Teachers from Ilam District have received more teacher training courses. Again, male teachers have more training opportunities than female teachers. Although they have received some kind of training, during the one-to-one interviews and focus group discussions, teachers expressed that the present training is not needs based and does not help them to deliver lessons effectively.

Community participation
Teachers want to get involved in awareness-raising activities. When they are asked to participate in awareness programmes, they feel that they have been respected and their skills have been valued. In this research, many female teachers were very proud of their role in the community as a catalyst to development.

Students
- **Participation**
  Teachers find it motivating when their students ask questions and become involved in classroom activities. Female teachers in particular said that they feel motivated when they see the girls participating in the lessons, and when the number of girls in the classrooms increased.

- **Discipline**
  Because of large class sizes, many teachers said that they find it very difficult to maintain discipline in the classroom. When students are well-behaved and responsive, the teachers are more motivated to teach.

- **Achievements**
  Exam success and good results from the students inspires the teachers in their work. However, when students don't achieve good results in the exams despite the efforts of the teachers, they feel that they receive the blame regardless of other influencing factors, such as lack of resources and books, and large class sizes.

Differences between male and female teacher motivation

The responses given in the research presented a clear difference between the motivation levels of female and male teachers, some of which are mentioned above. Female teachers were more motivated than their male counterparts if they have equal opportunities. Female teachers were also more satisfied with their jobs than male teachers. Analysis of the responses shows that male teachers had more expectations from their profession, whereas it was important for female teachers to have a job near their home.

It is interesting to see the reasons why teachers entered into the teaching profession. Male and female teachers had distinct reasons for choosing a teaching job. More than 70 per cent of male teachers who responded to the survey gave as their primary reason 'to solve economic problems'. However, new male teachers who have recently joined the teaching profession had a different reason: they said they wanted to enter this profession, seeing it more as a vocation. Female teachers who participated in the focus groups stated that 'teaching is an ideal job for women'. The main reasons they gave were to earn money but also being able to give time to their families. Many female teachers believe teaching is an ideal job as it is considered a respectful role in society.

In this section, we will look at the terms and conditions under which Nepalese teachers are working – in particular the financial benefits and the other facilities that teachers have access to, as well as the conditions under which they are hired. Many of the teachers, especially those in secondary schools, said that salary was a major motivating/demotivating factor. But inequitable pay between teachers, lack of compensation differentials for high-performing teachers, and even lack of transparent monitoring and evaluation also demotivated teachers. Temporary teachers had additional grievances. According to the Temporary Teachers Struggle Committee, there are 40,000 temporary teachers working in different government funded schools in Nepal. While writing this research report, temporary teachers were protesting and demanding permanent status for all temporary teachers who have worked in government schools for at least one academic year. With a total of 123,678 teachers in government and community schools in Nepal, according to the School Level Education Statistics (MoES, 2003d), the percentage of temporary teachers is very high.

TEACHERS' SALARIES

Teachers pointed out that the salary is one of the most important factors to affect their motivation. This area is also one of the most complex, given the variety of factors that must be considered in setting salaries.

Teachers' salaries – the policy framework

Teachers are paid in a variety ways. Teachers who are working in government schools receive the minimum basic monthly salary: NRs 4,200/US$60 (primary), NRs 4,900/US$70(lower secondary), and NRs 7,500/US$107(secondary). However, teachers who were appointed by school management committees were often underpaid compared to government standards.

The salaries of Nepalese teachers were reviewed three years ago, resulting in a salary increase of 30–40 per cent. However, they include no cost of living adjustment, eroding the real pay that teachers receive. Most of the grant-aided government schools in the rural areas of Nepal were established as primary schools. In response to local demand, these primary schools slowly evolved into lower secondary and secondary schools. However, the running costs of these schools have to be covered by local community resources. Teachers' salaries used to be covered by the fees charged to students. However, because of the insurgency and political pressure, schools have recently lost this significant portion of their income as student unions, and in particular a student wing affiliated to the Maoist rebels, have forced schools to stop charging fees of any kind, arguing that secondary education should be freely offered by the government. But the government has failed to provide adequate financing for teachers' salaries in schools that have dropped user fees. Such teachers can therefore no longer be paid. Similarly, teachers from COPE schools receive half of the salary that government teachers receive. Although government policy says that private school teachers should be paid on a par with their public school counterparts, in many private schools salaries of primary level teachers were less than NRs 2,000/US$30 month. It is generally the case that teachers from private schools are paid less than their counterparts in the government-funded schools.

Teachers' salaries – teachers' views

Most of the respondents stated that the terms and conditions of salary are not rational and are insufficient. If the salary they receive is not enough to cover the cost of living, teachers must seek income from other economic activities. Having to take on second jobs clearly affects the amount of time teachers have to devote to teaching, and thus impedes their ability to deliver high quality education. It can also lead to absenteeism. In addition, salaries do not compensate for the differential in the cost of living between urban and rural areas, putting urban teachers at a disadvantage.

The inequity in pay between government quota[7] and non-quota teachers, community schoolteachers and private school teachers causes issues for many, as noted by this COPE school teacher:

'I work hard and am very much committed to my work. I enjoy working in a community school, particularly because of community participation. However, I am very frustrated because of the salary. We can volunteer and make sacrifices for a good cause only up to a point. When teachers from government schools are paid double the salary for similar work, it's hard to stay motivated.'
FEMALE TEACHER IN A COPE SCHOOL, RAUTAHAT

In addition to the inequities between schools, and even teachers within schools, many teachers felt that salaries were inadequate. One teacher noted that:

'As a primary school teacher, I cannot afford to buy the nice clothes that my children want. I cannot afford to send them to a good college for further education. A quarter of my salary is used up just on transport and lunch.'
FEMALE TEACHER FROM A RURAL GOVERNMENT PRIMARY SCHOOL, ILAM

A primary teacher's salary translates into only US$1.80 per day, indicating that if they have a family, or even a spouse, they are living below the poverty line if they have no other income. A secondary teacher would be below the poverty line with a family of four. As a result, nearly 70 per cent of teachers mentioned that they were involved in other income-generating activities, which takes time away from their teaching preparation. Maths, science and English teachers seem heavily involved in private tuition classes as an alternative source of income. However, teachers of other subjects do not have that option, since students don't require the same level of assistance. They therefore seek other income-generation activities.

Another cause of dissatisfaction over salary for many teachers was late payment. Because of the insurgency, many banks have moved to the district centre, and salaries are often not released on time from the DEO. Although non-quota teachers had clear terms of reference, many of them have problems receiving their salary on time, as described by this dedicated teacher:

'I started working in this school a year ago, but I have only received one month's salary. Fortunately, I live in the village where the school is, otherwise, I would not be able to teach without my salary for 11 months.'
MALE TEACHER OF A GOVERNMENT LOWER SECONDARY SCHOOL, KANCHANPUR

Private school teachers pointed that they were underpaid, considering their workload and their qualifications. Although only two focus group discussions were held with private school teachers, most of these participants had already worked in more than three private schools. According to their responses, private schools lack clear and transparent policies on terms and conditions for teachers. They do not know how much colleagues working at the same level are paid. One noted that:

'Contrary to the terms and conditions set by the Education Regulations, we are not given appointment letters and are made to sign a pay slip of 5,000 rupees, although we receive only 2,000 rupees.'
TEACHER FROM A PRIVATE SECONDARY SCHOOL, KASKI

Before the restoration of democracy in Nepal in 1990, there was only one teachers' union. It was very successful at lobbying the government to provide teachers with adequate terms and conditions. Several new teachers' unions have been formed since, but they have almost become sister organisations of the political parties, and as a result have lost the power they once had. Recently, the government introduced a new law that allows teachers to have only one union. Teachers' unions have consistently demanded an adequate salary, sufficient to

attract new teachers to the profession and help motivate existing teaching staff. Unions argue that the government should raise the salary and provide other social securities, such as scholarships for teachers' children and medical facilities.

Teachers' salaries – other stakeholders' views
Nearly 70 per cent of tertiary level respondents agreed that salary and financial incentives not only have the potential to motivate existing teachers but also attract more committed people to the teaching profession. Because of low pay and other issues discussed in this report, teaching is not the first choice for many people who are thinking of a career. Students who go to education colleges in Nepal are generally the ones who could not get admission to other faculties, such as science and commerce. A DEO commented that:

> 'The salary that teachers receive at present is not sufficient. If we want them to be more committed to their job, first we should pay them a better salary, which will be enough to cover their living costs. I think the main cause of teachers' demotivation is low salary.'

Among the schools that participated in this research, some had made use of the resources they had available to generate income. For example, one school in the far western region had leased its ground to a company to grow bananas and rented its buildings to private campuses to run classes. With this income, the school had recruited extra teachers. But this is not the case for all schools, particularly schools in rural areas, which do not have alternative resources to exploit. They are facing great difficulty in paying the salaries of teachers appointed by the school.

> 'The school has not been able to pay the teachers' salaries for six months, thus, I personally lose any moral ground on which to ask them to work harder.'
> HEAD TEACHER FROM A GOVERNMENT SECONDARY SCHOOL, RAUTAHAT

> 'The remuneration paid to a majority of the teachers working in private and boarding schools is lower than that of peons working in government services. Long hours of a back-breaking job, deprivation of leave and absence of job security have become usual phenomena for private school teachers, who are reluctant to speak out for their rights for fear of losing their jobs.'
> (DANGI, 2002)

Teachers' salaries – recommendations
- Teachers' salaries need to be adequate to attract high calibre people to the profession. They should be determined on the basis of an agreed living wage – decided via collective bargaining between government and teachers' unions at the national level. Salaries should be the same for all types of schools – based on the principle of equal pay for equal work – and should be comparable to salaries received in other, similarly qualified professions (for example, doctors and health workers).
- Teachers in COPE schools and private schools should be paid salaries comparable to their public school counterparts. User fees should not be used to fund teachers' salaries and should be abandoned in all schools, as they have been proven to exclude the poorest families from being able to send their children to school. HMG/N may need to provide COPE schools with funding to ensure COPE teachers receive a living wage.
- Where salary is inflexible, other benefits can compensate, as discussed below.
- Teachers' salaries in urban areas need to reflect the higher cost of living.
- Teachers should be paid on the basis of their academic qualifications and performance.
- HMG/N and the SMCs of community and private schools should take immediate steps to end the late payment of salaries by strengthening salary administration systems in all schools.

NON-SALARY INCENTIVES

Non-salary incentives – policy framework
The MoES's Secondary Education Support Programme (SESP) core document has proposed some non-salary incentives. However, none of the proposed incentives has been offered even after two years of the project implementation.

> 'Additional teaching allowances and housing facilities will be given to teachers working in particularly difficult and remote schools. The provision for allowances will also need to be looked at in terms of the mechanisms for recruiting and deploying teachers...clearly if there is to be less centralised deployment of teachers, there will need to be additional incentives for teachers to move to remote areas. Additional allowances will need to be considered as part of the overhaul of the career structure. The other main option for retaining teachers in their home area is constrained by the provision of teacher training only at regional centres.'
> (MoES, 2003c)

The above quote shows that the government has taken into account the needs of teachers but, due to lack of resources, it has failed to offer them any incentives.

Non-salary incentives – teachers' views
Some teachers, considering the limited resources available, suggested non-salary incentives that could help to motivate them. The following incentives are presented on the basis of frequency and in order of priority.

Health care
Nepalese teachers don't receive any support for health care. Lack of a conducive work environment, for example dark rooms, leaking roofs and large class sizes, adversely affect teachers' health. They are concerned that health care is very expensive.

> 'I have served this school for 20 years. My monthly salary is just enough to cover my daily family expenses; it is unlikely that I could save it. Last year, I was suddenly hospitalised for a month. There is not a hospital near by so I had to go to Kathmandu. I had to draw from my provident fund to pay my treatment bills. I don't know how I will continue my treatment next year.'
> MALE TEACHER OF A GOVERNMENT SECONDARY SCHOOL, RAUTAHAT

If teachers are to be committed to their jobs, it is important to ensure their health. Health insurance is an incentive that the government could offer immediately. Certain quotas for teachers at different regional and central hospitals would help improve their access to health care.

Accommodation
Teachers pointed out that in urban areas, rent is often very expensive and if they were not from the local area, their salary would be just enough to cover rent and transportation. In rural areas, teachers often have to walk long distances to get to school. Therefore, they suggested that if the government could provide accommodation close to the school, it would be a source of great encouragement. At the very least, provision of home loans for teachers who have worked a certain period of time would positively affect their motivation and allow them to select their own residences in close proximity to the school.

Free education for teachers' children
Free education for teachers' children emerged as the third priority of teachers. As noted by this secondary teacher, the education of her own children is a major issue.

'Being a secondary teacher of a government school, I cannot afford to send three children to higher education and colleges independently. What I earn is not enough for their tuitions fees. There should be a subsidy for teachers in government schools, colleges and universities.'
TEACHER AT A GOVERNMENT SECONDARY SCHOOL, MAKAWANPUR

This issue is even greater for primary and lower secondary teachers. Sending a child to study a scientific or technical course would cost about half the salary of a primary teacher. Teachers' suggested lowering the fees for teachers' children, worrying that if something was not done to address this problem, their children would have little or no opportunity to study for a technical education. This would ultimately have a negative impact, leading to absenteeism and a challenge to retain qualified teachers, and could potentially lead to a shortage of science and technical teachers in the future.

Transportation
Teachers sought a discount on bus fares; some teachers said that they had to spend 25 per cent of their salary just on transportation. Bicycle loans – or the provision of free bikes – for teachers in the Terai would boost teachers' morale. For example, providing loans for bicycles and motorcycles would not only help teachers to reach school but also make them personally responsible for arriving at school on time.

Placing teachers in schools near their homes
This is something that the present education policy encourages, but, in practice, it does not appear to be working. Female teachers, especially, mentioned that placements near homes could be one factor to increase their motivation.

'My school is 25 km from my house; I live with my family in another village. As a married woman, I have to cook and do all the domestic chores before I leave for school. If I miss the only bus to the other village, I cannot come to the school.'
FEMALE PRIMARY TEACHER AT A GOVERNMENT SCHOOL, ILAM

If teachers are placed near their homes, both the accommodation issue and the transportation issue discussed above cease to exist. Some tertiary respondents also commented that placing teachers in their local communities would make them more accountable to those communities. Others had a different opinion: teachers from the local community would get involved in politics and domestic work rather than in teaching. There were strong views on both sides with no obvious resolution.

Non-salary incentives – recommendations

- HMG/N could offer free health care to teachers and their dependants. This health care could be offered to all teachers regardless of whether they are working in government or community schools.
- HMG/N could provide subsidised housing close to schools and/or offer accommodation grants or low interest loans, to help teachers find suitable accommodation. Such subsidies, grants or loans could be offered to all teachers regardless of whether they are working in government or community schools.
- HMG/N could provide grants or pay the fees of children of teachers who wish to attend upper secondary school, college or university. This could be offered to all teachers regardless of whether they are working in government or community schools.
- HMG/N could offer free bikes, or grants to allow teachers to purchase bikes, to enable them to save money on transportation costs. This could be offered to all teachers regardless of whether they are working in government or community schools.
- HMG/N should take immediate steps to implement its existing policy of posting teachers near their homes.
- The DOE could develop salary and non-salary incentives specifically for rural teachers, learning from experiences in other countries, and by listening to the views and ideas of teachers' representatives and teachers themselves.
- In-service training should be provided to enable long-standing teachers to upgrade their qualifications and obtain permanent teaching licences.
- School, district, provincial and national level education consultation fora, where they exist, should all ensure that there is adequate representation of teachers' voices and views, by inviting teachers' union representatives or teachers themselves to attend. Where such fora do not exist, efforts should be made to establish them.

The following quote from one of the MoES core documents reflects the overall human resource management issues in Nepal's education system.

> 'An education system that is seriously short of professional and leadership qualifications, and is further marked by frequent transfer of staff at all levels and frequent changes in education rules and regulations.'
> (MoES, 2003c)

RECRUITMENT, POSTING AND PROMOTION
Recruitment, posting and promotion – policy framework
The government has formed a teacher service commission to regularise the recruitment process of teachers at all levels.

> 'Vacant posts for third class primary, lower secondary, and secondary school teachers shall be filled through open competitive examinations, and vacant posts for second and first class teachers shall be filled through promotion.'
> (MoES, 2000)

Although the commission rules clearly state that teachers shall be hired through open competition, vacancies for new placements were published only after a long delay. Many teachers have now missed the opportunity to apply for permanent positions because of the age limitation (a person older than 40 cannot apply for a permanent position), and because the vacancies were announced only after an interval of 10 years.

Regarding the promotion of teachers, the teacher service commission rules tell us that a candidate for promotion should have completed a service period of five academic years.

> 'Out of the vacant posts for the first and second class of the primary, lower secondary and secondary levels, 25 per cent of the posts shall be filled through internal competitive examination and 75 per cent shall be filled on the basis of work performance evaluation.'
> (MoES, 2000)

MoES admits the deployment problem in one of its core documents:

> 'Over the past 10 years the teacher deployment system has been inoperative, and districts have been forced to employ large numbers of 'temporary' teachers, many of whom are unqualified and untrained.'
> (MoES, 2003c)

In the same document, it is mentioned that the existing system suffers from a lack of accountability for teachers and schools, and lack of incentive for teachers to take on greater responsibility and management. The existing salary scales reward mainly experience gained through age, and not performance or responsibility – a typical head teacher receives only an additional NRs 200 per month for performing this role.

Recruitment, posting and promotion – teachers' views

Recruitment, posting and promotion policies are a crucial issue for temporary teachers, many of whom seek permanent positions, and have been working hard to achieve job security. Teachers reported that they felt reforms needed to be made to a system where examination results are not always published and vacancies sometimes not advertised in timely way.

> '[The] teachers' examination was held ten years ago but the result was only published last year. One government decided to pass all the candidates who scored 40 per cent of the mark in written exam, but following governments put the interviews of the exam off for ten years.'
> TEACHERS' UNION LEADER

The present education policy does not clearly state the interval of vacancy publication for permanent positions. Many temporary teachers expressed that not having written exam results for ten years was a major demotivating factor because they could not apply for permanent positions. In effect, this meant that they had no job security.

> 'New vacancies for permanent positions should be published each year.'
> TEACHERS' UNION REPRESENTATIVE

More than 70 per cent of teachers who took part in the research expressed that late promotion or not knowing when another chance of promotion would be published were major causes of demotivation.

Recruitment, posting and promotion – other stakeholders' views

Other stakeholders also agreed with the views expressed by teachers. A District Education Officer from the Terai district expressed his view as follows:

> 'Delays in publishing teaching vacancies has created problems in the district. It has been very difficult to supply subject teachers in rural schools. Even after the posting of new teachers, many schools in my district do not have enough teachers, and cannot take action if the school is not performing well.'

An SMC member said that teachers in his community school were more motivated than in the past since the SMC had decided to promote teachers on the basis of performance. A District Education Officer from the western region suggested that the government could form a district level teachers' commission, which would immediately publish placements according to the needs of the district.

Recruitment, posting and promotion – recommendations
- Teaching Licence examination results should be published as soon after the examination as possible to allow teachers to apply for permanent teaching positions.
- Vacancies for permanent teaching positions should be published in the national newspapers to allow qualified teachers to apply.
- School-based supervision and monitoring by a team of SMC members and a professional team from the DEO should evaluate the performance of teachers.
- Clear and transparent criteria for promotion should be established, including training and performance.
- Promotion should be timely.
- When posting teachers, female teachers should be placed near to their homes.

SCHOOL MANAGEMENT COMMITTEES AND COMMUNITY RELATIONS

In this section, we discuss how the relationship between SMCs, the community and teachers affects teacher motivation. During the research, a number of SMC members were interviewed and this section also incorporates the findings of this research into SMCs, which was jointly carried out by VSO and its partner organisation, Global Action Nepal last year.

School management committees and community relations – policy framework

Decentralisation is the main implementation strategy for EFA 2004–2009 in line with the Local Self Governance Act (LSGA) 1999, and the Tenth Plan of HMG/N. A regulatory framework for the transfer of management of schools to the community is in the process of being approved by the government. HMG/N and the World Bank have already signed an agreement for the Community School Support Project for supporting the transfer of 1,500 schools in the three-year period between 2003 and 2006[8]. Under the Tenth Plan, it is SMCs that are responsible for school management as per the 7th Amendment of the Education Act (MoES, 2003a:19). However, SMCs are also required to follow orders issued by the DEO. One of the functions of SMCs, as mentioned by the Act, is that it is their responsibility to accept teachers sent by the DEO. This contradicts the concept of decentralisation of teacher management at the SMC level. Unless these discrepancies are addressed, the LSGA may cause harm rather than achieve its purpose.

> '...studies indicate that more than 50 per cent of schools do not have functional SMCs. As SMCs do not possess any authority in the personal and financial management of the schools, they have been operating with no meaningful power. The 7th Amendment of the Education Act has not considered this situation.'
> (MoES, 2003c)

The government's decision to hand over schools to the communities has been very controversial. Donors have supported the government initiative of involving the community in school management. However, teachers are very dubious about this policy and they feel that their jobs are insecure. They are concerned with the politicisation of the SMCs and the SMCs' capacity to fully handle the finances of the schools. Based on his study on South Asia, Paul Bennell (2004) states that:

> 'It is widely believed that the comprehensive decentralisation of school management functions will result in significant improvements in teacher recruitment and deployment practices and higher teacher motivation and overall performance. This is because school managers and teachers become more accountable to parents and other local stakeholders and schools and/or communities have much greater direct control of teacher recruitment and deployment...the link between decentralisation and improved teacher performance is often quite weak in government schools. In part, this is because education decentralisation has, in practice, remained quite limited in many LICs[9] (especially in much of South Asia).'

Before the government hands over other schools to the community, teachers should be assured of their jobs and salaries.

School management committees and community relations – teachers' views

The relationship between SMC members and teachers in general was very poor and tense in government schools. In many focus group discussions, teachers pointed out that there was hardly any communication between SMCs and teachers. Some teachers also felt that SMCs were being politicised by different political parties. Government school teachers suggested that most of the educated and well-off families send their children to private schools, and only poor and uneducated people who cannot afford private schools send their children to government schools. Thus, SMC members, coming from the poorer, less educated strata of society, would not have the expected time and expertise to be able to contribute to the development of the school.

It was found that teachers at COPE and private schools had better relationships with parents and the community than those of government schools. They mentioned that, despite receiving lower salaries than government school teachers, regular visits from parents who demonstrated their concern about their children's education and gave them feedback on their work made them happy and motivated. A female teacher from a COPE school in Rautahat noted that, while her salary is only half that of a primary teacher in a government school:

> 'The parents show more respect to teachers and cooperate in school activities. This is the one thing I am happy about being a teacher in a COPE school.'

A secondary teacher at a private school from Kanchanpur made a similar comment:

> 'The school organises regular meetings for teachers and parents, which give us a chance to review school activities and students' progress with parents. I feel more motivated to do my job when I get positive feedback from the parents on my work.'

Good relationships between the SMCs, parent–teacher associations (PTAs), head teachers and teachers help to develop a good educational environment in the school. It was found that teacher motivation was usually higher in the schools where they had good relationships with SMCs and head teachers. The positive experiences of COPE, private and some government schools implies that the same can be accomplished more broadly in government schools if the situation is properly managed.

Two teachers from an urban government secondary school discuss what can be achieved:

> 'We are very committed to achieve the School Improvement Plan (SIP) because we own the plan; we were invited to be part of the process. The SMC members have been very cooperative and our head teacher has vision and is very dedicated to his role.'
> FEMALE TEACHER AT A PRIMARY COMMUNITY SCHOOL, MAKAWANPUR

> 'I am very satisfied with my job. The school has provided all the facilities we could expect, for example, it gives NRs 10 lunch allowance to all teachers as an incentive. The head teacher not only encourages teachers to attend training, he also provides every support to enable us to use the skills we have learned. Within three years, the school has gained very good reputation, which we can be proud of.'
> MALE TEACHER AT A LOWER SECONDARY COMMUNITY SCHOOL, MAKAWANPUR

Both private schools in this research were run by individual founders, who were also the school principals. Although the standard of resources of the two private schools was different, one thing that both schools had that motivated teachers was the participation of teachers in planning and parent–teacher relationships. Teachers from the five COPE schools also mentioned that this was a major motivating factor.

School management committees and community relations – other stakeholders' views
With regard to decentralisation, teachers' unions feel that:

> '...in principle [we] do not have any reservations in such involvement if it means building school accountability, promoting quality and generating extra resources for quality investments; but it does not seem that this is the case. At a time of such political turmoil, community involvement in schools has placed tremendous pressure on teachers' morale and their security.'
> (NEPAL TEACHERS' ASSOCIATION, 2003)

However, teachers' unions also question the motives of decentralisation, as shown in this concern raised by a union leader:

'We believe that this policy is not designed to democratise and improve school management, but to satisfy the local political masters and control our teachers for political purposes.'

Other research on *Issues on Management Transfer* conducted by the Centre for Educational Research, Innovation and Development (CERID) for MoES/NORAD (2003a) pointed out that people at the grassroots and in the community were not involved in the process of transferring control of schools to the communities. Community Managed Schools (CMSs) were not very different from other public schools because SMCs did not demonstrate any capability to run the CMSs.

School management committees and community relations – recommendations
- SMC members need to be trained and oriented about their roles.
- Teachers should be involved in developing School Improvement Plans and the relationship between teachers and SMC members should be strengthened so that they can work collaboratively.

SUPERVISION, SUPPORT AND GUIDANCE
Support and guidance on new methodologies and using textbooks was the concern of a majority of teachers in rural areas. Supervision and regular professional support, all educational stakeholders agreed, can have a positive impact on teacher motivation. This section discusses issues related to such supervision and support.

Supervision, support and guidance – the policy framework
According to the *Education Regulations* (MoES, 2002), school supervisors and RPs are responsible for supervising and monitoring schools' and teachers' performance. The following duties and responsibilities are assigned for RPs in the regulations:
- To supervise the school at least once a month. To do this, discussions should be held with the head teacher and School Management Committee and all matters discussed concerning the supervision and monitoring of the school should be recorded in the school inspection register.
- To hold discussions with the head teacher, parents, teachers' association and teachers about:
- whether the school is being run regularly in accordance with the Education Act and Regulations
- whether the school has sufficient physical means, resources and teaching staff
- whether the means available have been fully and properly used
- whether the teaching–learning activities are being carried out according to fixed standards, and if not, to give instructions for improvement.
- To hold meetings with the teachers, including the head teacher, to develop best practice in teaching and to work to solve any problems.
- To evaluate how effectively the teachers work and to record this information.

Supervision, support and guidance – teachers' views
There was a strong feeling of neglect regarding teacher support and guidance in the present education system. Government school teachers, particularly, showed their grave concern over lack of supervision of their work. In all districts where research was undertaken, teachers and head teachers from government schools reported a decline in the support they receive from school supervisors and RPs. Teachers explicitly stated that they wanted to be supervised. Teachers from government schools, however, reported that they did not receive the support they needed from head teachers who, along with school managers, had also failed to create positive working environments. Many teachers want to know how they are doing, and how they can improve their classes, but the current system does not support this:

'There is no practice of monitoring or supervising or providing professional practice by the regional and district education offices. Textbooks are changed, curricula are changed, but the information is not delivered on time. There is no support from the school. I like to use new teaching techniques, I want my classes to be observed and I like to have feedback, but for the last 10 years, not a single class has been observed.'
MALE TEACHER AT A GOVERNMENT SECONDARY SCHOOL, DADELDHURA

The issue of lack of support may be more complicated than just a lack of time on the part of RPs. One female secondary teacher from Makawanpur district commented that:

'Now nobody comes to observe our lessons. Resource persons themselves do not feel confident about the subject contents.'

Despite the potential for criticism, in all focus groups with government school teachers, supervision from the head teacher and academic experts was regarded as fundamentally useful and helpful to improve their performance. They felt that there was no one from whom to seek feedback on their performance and hear praise when they make improvements. They also mentioned that regular visits by school supervisors and RPs would be a source of information for teachers about policy and decisions made at the central level. Despite the fact that the research participants' profiles show that teachers from private and COPE schools receive less training than government teachers, these teachers receive more regular support, and are generally happier in their jobs. This translates into more effective teaching.

Supervision, support and guidance – other stakeholders' views
While the goals of the new curriculum may be very positive, CERID's 2003 study for MoES and NORAD highlights that the implementation of such a curriculum may have negative effects on teachers in a context such as Nepal's.

'In theory more learner-centred teaching methods should increase job satisfaction and motivation. However, the challenge of introducing new teaching methodology has been seriously underestimated. Teachers with limited education and training may not be able to cope with large and rapid changes in classroom practice, which can lead to lower motivation.'
(CERID, 2003a)

The study noted that supervision and monitoring of school activities appear to have three basic problems: i) a lack of conceptual and methodological clarity regarding supervision and monitoring among teachers, head teachers and SMC members; ii) overburdened RPs doing a host of activities, planned as well as ad-hoc; and iii) too many schools in a resource cluster, which has made RPs' visits to a school, even once in a month, humanly impractical. While supervision and monitoring of schools by head teachers is very important, these activities are non-existent in most of the schools for one of two basic reasons:
• Head teachers in primary and lower secondary schools generally have to teach, and do not have time to devote to these activities.
• Head teachers often lack training in effective strategies and tools.

Supervision, support and guidance – recommendations
• Head teachers should receive training in supervision and support of teachers.
• RPs or other experts should provide training to head teachers when new curricula or syllabuses are released.
• RPs should be freed from administrative duties and focus on supervision and support. They should be well trained in the activities they are to support.
• Resource centres in each district should have access to subject experts. These experts may be either a centrally located team that travels to the districts or local teachers with special expertise.
• Teachers' classes should be observed at least annually.

- Interaction between teachers of different schools should be encouraged to share 'best practices', especially on subject-related and student interaction issues[10].
- Head teachers should discuss teachers' reviews and self-appraisals with the teachers concerned, and the teachers' responses should be included in their written reviews.
- Teachers should receive special in-service training when curriculum reforms – such as learner-centred learning – are introduced, to enable them to participate in the change process in an informed and confident manner.

THE ROLE OF THE DISTRICT EDUCATION OFFICE

There appears to be an expectation gap between teachers' perceptions of the District Education Office (DEO), the DEO's role according to policy, and what practically needs to happen in the DEO. Teachers from government and community schools mainly have direct relationships with the DEO. Teachers from COPE and private schools do not have a direct link with the DEO, since the DEO is not responsible for their salary payment.

The role of the DEO – the policy framework

Nepal is divided into 75 districts. There are five regional directorates and 75 DEOs. At the central level, the Department of Education (DOE) prepares national education policies. District Education Officers are responsible for implementing national educational plans in the districts. According to *Education Regulations* (MoES, 2002b), a District Education Officer has the following roles and responsibilities related to teachers' issues:

- to appoint teachers in schools from those recommended by the commission for appointment and promotion
- to keep updated service records of teachers working in community schools, and other records
- to evaluate the work of school teachers and to send records of such evaluations of community school teachers to the commission
- to adjust the posts of teachers distributed to the community schools at the beginning of the academic session and send the description of the adjusted teaching posts to the Ministry
- to approve the resignation of a permanent teacher from a government-funded public school.

The existing education laws do not provide enough authority to District Education Officers to reward and discipline teachers on the basis of their performance. District Education Officers are overloaded with administrative work. During the field research, the researcher sometimes had to wait for two hours to have a meeting, in spite of prior appointments with District Education Officers. The District Education Officers were busy with delegations of different schools and teachers. This also demonstrated lack of delegation to subordinates. District Education Officers who participated in the research expressed that they often had to work under political pressure. The frequent unexpected transfer of District Education Officers to other districts is another issue they mentioned in their interviews, which had a direct impact on teacher motivation. Recently transferred District Education Officers would have little knowledge about the district's education problems, and thus would be unable to address local teachers' issues. The MoES's *Education For All 2004–2009 Core Document* has also recognised this issue:

> 'Improvement in efficiency and institutional capacity also requires that key educational staff at all levels [are] retained in their positions [and] are placed in positions where they can best utilise their capacity and qualifications.'
> (MoES, 2003a: 38)

The role of the DEO – teachers' views

A majority of the teachers who took part in the focus group discussions or had individual interviews expressed dissatisfaction with the role of the DEO. Regardless of gender and regions, almost all teachers felt that the DEO's role had been more of administrative than of professional support. Teachers often felt that the DEO was not quick enough to address local problems. Lack of transparency, bribery, politicisation and lack of timely dissemination of information were some of the major issues raised in the discussion about the DEO. One head teacher criticised that:

[10]See examples in chapter 2 of UNESCO's *Education For All Global Monitoring Report*, 2005, which discusses approaches to inter-school teacher interaction such as Cuba's '…colectivo pedag gico, a group of subject teachers meeting frequently for mutual learning and joint development of curricula, methods and materials'.

'...the DEO sent a letter to our school asking us to send a teacher on a week-long concurrent training. We received it the day the training ended. Such information should have been disseminated by radio.'

A few teachers pointed out that teachers were not treated respectfully by the staff of the DEO, as noted by this teacher:

'Whenever I need to go to the DEO, I feel very guilty about being a secondary teacher. A secondary teacher has status equal to that of an officer of government organisations. Teachers are also government employees, but they are treated by the clerks as if they deserve no respect. Sometimes, they also ask for bribes to do something that is already part of their responsibilities.'

The high turnover of DEO staff was another point that teachers raised during the focus group discussions. The range of dissatisfaction varied from one district to another. Teachers felt that they were not valued in the process of developing the District Education Plan. Also, teachers from rural areas in particular expressed serious dissatisfaction with their DEOs.

The role of the DEO – other stakeholders' views
The District Education Officers agreed with many of the teachers' criticisms, but felt that the lack of an adequate quota of teachers and poor deployment of teachers in rural areas made resolution of the problems more challenging. They also pointed out that unstable and constantly changing education policies had made their work more difficult. The RPs and District Education Officers expressed concern about the amount of time spent on administrative matters requested from the MoES, which limited the ability of RPs and DEO staff to interact with teachers and school staff. One DEO school supervisor described the problem:

'According to my job description, I am supposed to supervise schools and support teachers to improve the quality of education in the school. But I have been correcting the names, surnames, and ages of students who have filled out registration forms for the Secondary Education Certificate Examination in this office for three years. The type of work I do should be done by an administrative staff member.'

Discussions with RPs and District Education Officers highlighted that they had not been able to offer services effectively in the absence of sufficient human resources at the DEO.

The role of the DEO – recommendations
- The role of the DEO should be redefined immediately. The focus of the DEO should be on technical support as well as administrative roles.
- DEOs should be provided with adequate administrative staff.
- Rules and regulations should be transparent and consistent.
- The District Education Officer's duration of office should be fixed.
- An effective two-way information system should be put in place, so that information about reforms and training can reach teachers, as well enabling teachers' views about their effectiveness to reach DEOs.
- The DEO should involve teachers in developing the District Education Plan.
- The DEO should treat all teachers equally, without discrimination.
- Political parties should not interfere in the operations of the DEO.

EDUCATION AND TRAINING OF TEACHERS
During the focus group discussions, many temporary teachers mentioned the lack of education opportunity as the second reason after salary to leave the profession. The issue of teachers' education and training has been well acknowledged in education policy documents and a variety of research has been carried out that supports this. This section highlights the issues related to training and education opportunities for teachers.

Education and training of teachers – policy framework
The *Education Regulations* (MoES, 2002b) say that,

> 'Study leave may be granted to permanent teachers completing five years of service for higher studies.'

According to the regulations, a teacher can have a maximum of three years' study leave taken at one time or in parts. But implementation of the policy is problematic because there is no provision for replacing these teachers in their schools. A recent policy requires that new teachers have pre-service training to obtain their teacher's license. This policy is not followed for female teachers, which makes it easier for them to get their qualification, but reduces their effectiveness in the classroom. Teachers who were already teaching at the time licensing began were required to take an exam, but were not required to take the training course. However, a Teacher Education Project (TEP) is in operation to help develop policies on teacher education and speed up the reform process in teacher training programmes. Though the *MoES EFA 2004–2009 Core Document's* target of 100 per cent public teacher training by the year 2009 seems quite ambitious, the MoES has a strategic plan to achieve this target by using several alternative measures, such as institutional collaboration with NGOs, INGOs, donors and community-based organisations, accreditation of training programmes conducted by other agencies, and an open training system. With a view to addressing the problems in relation to quality of education, the MoES's *EFA 2004–2009 Core Document* has focused on raising the competence and qualification of teachers:

> 'Teacher training programmes will be expanded and improved in order to ensure that teachers are appropriately trained and elements of inclusive education, diversity management in classrooms, differentiated teaching methods, and activity-based child-centred teaching and learning methods are incorporated into teaching training packages. The ongoing teacher licensing process will be expanded and strengthened. As per the Education Act and Regulations, teachers will be provided with recurrent training in various areas.'
> (MoES, 2003a: 32)

The education sector development budgets for fiscal years 2003/04–2005/06 set out in the Medium Term Expenditure Framework have allocated 6.4 per cent of the Basic and Primary Education Development Budget to the TEP in support of these programmes (2002–07).

Education and training of teachers – teachers' views
A key feature of the sample of teachers in the research is its heterogeneity, particularly in terms of educational attainment and professional training. Primary teachers in Ilam, Makwanpur and Kaski districts had more educational qualifications than their basic academic qualification requirement for the level at which they were teaching. However, a majority of teachers showed a very strong desire to upgrade their qualifications for professional development. Teachers from rural schools realised that an improved academic qualification was a requirement for promotion and career development. Without access to this, they felt that they had been deprived of equal opportunities. Teachers felt strongly that although they had received training, it was not relevant to the issues that affected them – particularly issues around teaching in overcrowded classrooms with insufficient teaching materials. One female primary teacher at a government school in Pokhara, who had undertaken primary teacher training via the radio and several Basic and Primary Education Project
(BPEP) classes said:

> 'When I go to the classroom, I feel that the training courses that I have done could not address the classroom issues or equip me with new teaching techniques.'

Teachers were also upset that although policy provided for study leave, this could not be obtained:

'I want to do my Master's degree in education but there is no college in the district. I tried three times but the school has never approved my request – mainly because they are afraid that if I leave to study it will be hard to find a teacher to replace me. The reason is clear. – I was appointed as a primary teacher but have been teaching at secondary level for five years with only a small amount of additional allowance.'
MALE TEACHER FROM A GOVERNMENT PRIMARY SCHOOL, MAKAWANPUR

It appears that this teacher's ability to teach at a much higher level than has been approved is limiting his chances to upgrade his skills. Due to lack of a sufficient quota of teachers, generally in rural schools, and particularly in proposed schools[11], teachers with appointments for low levels were teaching at higher levels. In some cases, teachers did not have the required qualifications to teach at that level. Teachers whose positions were sponsored by the community said that they were eligible for certification training courses but had not had the opportunity to take any. Thus, deprivation of such training became a demotivating factor. In terms of qualification of teachers, there was a clear disparity in rural and urban areas and in gender. Teachers in rural areas had comparatively fewer academic qualifications and training opportunities than teachers in urban schools. The implication of fewer qualified teachers in rural areas is seen in the results of the SLC and annual examinations. Due to a lack of subject teachers, many teachers in rural areas were found teaching at higher levels. Teachers in rural areas felt that they were especially discriminated against since they could not pursue their own education locally.

'There is no provision of a distance learning course that teachers who do not have access to colleges and universities could take. If there were such courses, I could join it now.'
MALE TEACHER AT A PRIVATE LOWER SECONDARY SCHOOL, KANCHANPUR

Male teachers generally had higher education qualifications than female teachers. Similarly, male teachers had more training opportunities compared with female teachers. As a result, they were more satisfied with their jobs. In the sample of this research, 86 per cent of primary teachers and 70 per cent of secondary teachers had at least one week's in-service training, but only 35 per cent of lower secondary teachers had such training. The percentage of trained primary teachers in government schools was 76 per cent whereas only 25 per cent of private school teachers had at least one week's training. Usually, teachers considered the opportunity to teach at higher level as a motivating factor because it challenged them, but some teachers felt strongly that it was a demotivating factor. They argued that teaching a subject at a higher level without the relevant academic background and knowledge would have a negative impact on their motivation. Teachers said that being rewarded for undertaking training and for better performance would motivate them. They suggested that the involvement of NGOs and other organisations in teacher training could improve the situation. They also believed that only trained teachers should be hired, and in-service teachers without training should be given training on new teaching methodologies.

Education and training of teachers – other stakeholders' views
Administrators at various levels feel strongly that teachers need appropriate and adequate training. However, they say that the training courses that the government offers have not been effective in bringing about change in the classroom. One training officer from the DOE said:

'The training that we provide is designed at the central level and often fails to address the regional and local level classroom problems. The training courses should be needs based and they should be more practical. If the use of the blackboard is taught by lecture method, what outcomes can you expect in the classroom?'

The issue of training becomes especially difficult as the government attempts to upgrade education with frequent changes in curricula and teaching materials. One head teacher describes the problem:

'The new curriculum and textbooks are good but teachers are asked to teach them without proper training and orientation. There has been no training for the new syllabus. For example, in the SLC exam, the students have had to take listening tests for the last four years, but the English teachers at my school have not had any training in this.'

Head teachers shared that they could not send their teachers to the training courses, as this would leave classes without teachers. One head teacher commented that:

'When the DEO asks me to send a teacher to attend a month's teacher training, I can't release any teachers, because if I send one, then there will be no teacher for a month.'

He suggested that training be held during the summer or winter holidays so that teachers could attend. The outcome of these issues is failure to achieve the objectives, as noted by this training officer, although he blames the teachers for the failure:

'The DOE has been conducting teacher training courses for teachers. However, we have not seen any real impact in the classroom. Teachers take training as an event not as a process. We will not see any impact in the classroom until teachers themselves change their attitude towards their profession.'

Education and training of teachers – recommendations
- The policy of study leave for permanent teachers should be transparent.
- Teachers should be encouraged to pursue university courses. Head teachers should be offered assistance in finding replacement teachers, to allow other teachers to continue their studies.
- Distance learning courses should be developed for teachers who cannot attend on-site courses (ie rural and geographically remote teachers).
- Specially designed in-service training should be organised for female teachers and rural teachers to compensate for the qualification disparities with male and urban teachers.
- Teachers should be given training on new methodologies and participatory approaches when the related teaching materials become available.
- Teachers with long-term teaching experience and outstanding performance should be assigned as mentors at the local level, and their capacity should be built.
- Senior and experienced teachers should be involved in the development of training packages.
- Training should be bottom-up and appropriate to the needs of the teachers.
- Teacher training capacity at the regional and local levels needs to be increased through the decentralisation process.
- In-service teacher training programmes need to be organised during the holidays so that schools do not suffer due to teachers' absence.
- Strong prioritisation and coordination at different levels is needed to ensure that all teachers have had appropriate and equal training opportunities.
- Professional subject teachers' associations such as Nepal English Language Teachers' Association (NELTA) and Council of Mathematics Teachers Nepal need to be supported and encouraged to take a lead in designing, implementing and disseminating new teaching methodology. These organisations should encourage professional development and peer support among teachers at the local level.
- Training courses and teachers' performance after training should be linked to professional advancement.
- Teachers need opportunities to observe and visit other teachers' classes to learn from them.
- Regular exposure visits to the best performing schools should be organised.

THE ROLE OF HEAD TEACHERS

The head teacher's role is fundamental in teacher motivation. It is the head teacher who is responsible for dealing with day-to-day school issues – teacher management, student discipline, community participation, parent–teacher associations, and implementation of the School Improvement Plan. The head teacher also has a key role in maintaining a good working environment and in team building. Community support and extra resources are best mobilised by schools where the head teacher's leadership is strong and effective. Head teachers with vision and dedication can take schools to new heights. Successful head teachers have maintained harmony and team spirit among teachers and SMC members. Moreover, some head teachers have also maintained cordial relations and frequent interaction with the DEO and the resource centre (RC) (CERID, 2003a). The following case study demonstrates what a head teacher can achieve with vision and participative management.

CASE STUDY: PARTICIPATORY MANAGEMENT AT RAMAILO SECONDARY SCHOOL

Ramailo[12] Secondary School is a government school located in a municipality. On average, the teachers from this school had the highest motivation level among government schools in this research. Five years ago, the educational environment of the school was poor. The school's financial condition was critical, and teachers, who were appointed from the school's resources, would never receive their salary on time. There was lack of teamwork, commitment and sharing of responsibilities. Teachers were heavily involved in teacher politics. This school, which once had a very good reputation for quality education, had lost that reputation. As a result, the number of students decreased significantly.

Four years ago, a new head teacher was appointed. He had been a secondary teacher at the same school for a long time. The first thing he did as head teacher in the school was planning. He invited parents, teachers, school management committee members and student representatives to discuss how the school could improve the quality of education. He initiated major changes in the school. The school, which had been in debt, started saving money. The head teacher initiated the plan to use the school's resources:

- School buildings were rented to a private campus, which increased the income.
- School compounds were built, rooms were whitewashed, flowers and plants were planted in the compound.
- Academically, the school started computer education, journalism and sociology programmes.
- The school also introduced supplementary books to attract students who would otherwise go to private schools.
- Teachers were encouraged to participate in training and the school provided the necessary materials when they came back from the training.
- Teachers were consulted and involved in planning of school improvement activities by the SMC and the head teacher.

Thus, teachers felt that the school improvement plan was not just the head teacher's or the SMC's, but their own. Teacher morale was boosted by providing more leisure periods and *khaajaa* (snacks) allowance. Discipline has been strictly maintained in the school. All teachers arrive on time or have to take the day off if there is not a good reason to be late. Teachers have been given greater flexibility; once they finish their classes, they can leave for home. The head teacher has delegated roles and responsibilities to many teachers. Regular meetings of teachers have also contributed to increased motivation among the teachers. One secondary teacher at this school said:

'I have been teaching in this school for 15 years. I have worked with three head teachers. Finally, I am really happy to work in this school because it provides different subjects for students to choose, it has better infrastructure and I get every support I need to teach my subject effectively.'

In the process of field research, the researcher noticed that teachers had higher motivation levels in the schools that had motivated and dedicated head teachers. The head teacher plays a pivotal role in creating a good educational environment and in managing the school. Head teachers with good leadership and management skills were found to be very successful in providing ongoing professional support and using local resources. Teachers reported that the head teacher's positive attitude towards teachers would help them to work effectively and boost their morale.

The role of head teachers – policy framework
The High Level Working Committee on Education (2001) recommended to the government that the DEO should appoint the head teacher on the recommendation of the SMC from among the teachers of the school. The SMC has to recommend for the position of head the teacher who has scored the highest marks in standards formulated in the MoES's education regulations.

> 'Management of education in the government schools is weak and ineffective. Several reasons are cited for this, with the absence of authority at the school the main one. The head teacher does not have the authority to reward good teachers or discipline those that do not perform well, because teachers are appointed and promoted by the DEOs and their evaluation is in the hands of the usually absent school supervisor.'
> (MoES, 2003c)

The head teacher receives 10 per cent additional facility minimum salary scale. Practically, many head teachers must maintain their teaching schedules, resulting in little time for administrative or supervisory work. If these head teachers must go to the district office, they cannot teach their classes while absent. According to the new education regulations, the position of the head teacher is not permanent. The government has developed a training package for head teachers. This package is to be delivered by the local resource centres. As previously discussed, the resource centres have limited capacity and therefore are probably not capable of administering such training.

The role of head teachers – teachers' views
Many teachers were not happy with the process by which the head teacher at their school was appointed. Their issues included the temporary nature of head teacher appointments and the lack of policy regarding qualifications for head teachers. Many teachers felt that the head teachers were recommended mostly on the basis of their political affiliations to the ruling parties. An example of this is described by this lower secondary teacher:

> 'The head teacher of my school lacks leadership skills; he does not involve teachers in planning and implementation. He is not proactive. He became the head teacher because of political back-up. All teachers have lost their motivation – the head teacher does not provide the professional and moral support that teachers need. He is only worried about his position.'

They felt that more could be done by the school management committee and particularly by the head teacher to motivate teachers that did not require financial resources, for example, calling regular meetings of all staff and creating a mutually accountable and collaborative team. However, during the research, teachers reported that such participatory management had not yet been introduced in most schools. Many openly expressed a perception that nepotism based on political and personal affiliation was highly prevalent.

Female teachers raised concerns over some head teachers' attitudes towards female teachers. Particularly, teachers from rural schools felt that they were neglected and ignored by the head teacher. Female teachers also felt strongly that the head teacher was likely to side with male teachers in disputes between teachers.

The role of head teachers – other stakeholders' views
Head teachers who took part in this research expressed that they did not have sufficient authority to discipline or to reward teachers. Moreover, they did not have enough resources and professional support from RPs and DEOs. The majority of head teachers interviewed were not very happy with their position; they felt somewhat burdened by the responsibility of the head. Most head teachers felt helpless in generating resources as result of the significant political pressure on government-funded schools to make public education free. As a result of this pressure, the schools have lost the fees formerly charged to students as a source of revenue.

Only half of the head teachers interviewed had received training in school management. Head teachers at primary schools were more confused with their roles. In one school, the head teacher told the researcher that he called teachers' meetings regularly, but in the focus group discussion, teachers mentioned that he did not call meetings.

Tertiary level respondents pointed out that the role of head teachers in developing the quality of education and raising the level of motivation is crucial. Teachers' union representatives disagreed with the present procedure for appointing head teachers:

> 'Contrary to his title, the head teacher's role is that of a chief administrator. His position itself is not permanent – it relies on the District Education Officer's interest. Existing education policy has made the head teacher not responsible to the school but to the District Education Officer.'

The role of head teachers – recommendations
- Head teachers should be prioritised for better training and terms and conditions.
- The position of head teacher should be part of the career development path. Only teachers who have experience and the required skills and training should be promoted to head teacher. Once they prove themselves as head teacher, their positions should be made permanent.
- Head teachers should be trained in managerial skills and school management skills.
- Head teachers should be given the authority to reward and discipline teachers on the basis of their performance.
- Head teachers should be equipped with enough support staff to perform the required paperwork, and should spend the time freed up as a result of delegating their administrative tasks providing professional support to teachers.
- The current system is supposed to provide training when a person is appointed to the position of head teacher. However, many head teachers remarked that they had not received any training to enable them to carry out their duties and ended up learning by doing. Untrained head teachers should be provided with the appropriate training.
- Gender sensitisation training should be included in head teacher training to encourage head teachers to end discrimination against female teachers and students, and to value the views and contributions of female teachers as highly as they value contributions from male teachers.
- Clear guidelines on the head teacher's roles and responsibilities should be in place.
- Head teachers should call regular meetings of teachers and parents to address current issues and involve all stakeholders in developing school plans and budgets. Attempts should be made to achieve a good gender balance in such meetings, for example by ensuring women are encouraged to participate actively.
- Head teachers should be transparent in their actions and should not allow personal affiliations to political parties to influence their performance or decisions.

TEACHER NUMBERS

Presently there are 26,000 schools in Nepal (including government, community and private schools). While nearly all of them offer primary education (grades 1 to 5), about 8,000 of them offer lower secondary (grades 6 to 8) and about 4,000 offer secondary level education (grades 9 and 10). There are 142,752 teachers currently working in Nepal. The standard student–teacher ratio set by the government is 39:1; however, this does not represent the reality in different regions. The hill region consists of more than half of the total schools and slightly less than half of the total number of students, while the Terai has only 28 per cent of total primary schools but nearly 40 per cent of primary students. This shows that while resources in the mountains and the hills are under utilised, the situation in the Terai is less satisfactory. Among the sample schools in this research, for example, while a primary school in Kaski (hill area) district had only 25 students and five teachers, a primary school in Rautahat (the Terai) had 70 students in one class and the student–teacher ratio was 65:1.

In some cases, teaching positions have not been filled for a decade. The Teacher Service Commission (TSC) published the results of teachers' examinations this year and the vacancies from 10 years ago were filled. However, the need for teachers has expanded due to population growth in urban areas, internal migration because of the conflict, and an enrolment campaign, but new positions remain largely unfilled. The quality of education and the learning achievements of students have been severely affected by the high student–teacher ratio. For example, teachers fail to implement new techniques they have learned because the techniques are not effective in large classes. In addition, teachers, head teachers, SMC members and students from rural schools voiced their concern that there is a shortage of subject teachers. A higher percentage of students fail in subjects like English, mathematics and science because teachers qualified to teach these subjects are often not available in rural schools.

For many secondary schools, the problem is that while there might be a sufficient number of teachers according to national student–teacher ratio standards, there is often an insufficient number of subject teachers, in effect increasing the workload of other teachers. With very high vacancy rates in rural schools, teachers are overworked.

Teacher numbers – policy framework
There is a policy of recruiting permanent teachers on the basis of number of students. However, there is often a lack of coordination between the Ministry of Finance and the Ministry of Education and Sports and a budget is not allocated.

Teacher numbers – teachers' views
Big classrooms and lack of a sufficient number of teachers in the school were major problems in urban schools. Because of insecurity, internal displacement and socioeconomic problems, schools in the Terai and urban areas were overcrowded with an inadequate number of teachers. This creates multiple problems. Teachers who wanted to introduce participatory and child-friendly approaches could not apply the techniques because of the large class sizes. One teacher remarked that:

'In the training, we are taught about participatory techniques, group work and pair work, but the training does not teach us how to handle large classes and mixed ability classes.'

Another problem related to teacher numbers raised in interviews and focus group discussions was an underlying problem: sometimes records show an appropriate number of teachers in a school and hence, a good student–teacher ratio. But in reality, teachers may not be working in the school to which they are assigned. Teachers with political influence might be working in the district centre or in urban schools, leaving rural schools unable to recruit new teachers since the salaries are already being drawn by the teachers assigned to teach, but who are not actually teaching, in that school.

A female teacher from a government school in Kaski district raised a second issue of very mixed skills among students, further described by this teacher:

'One of the reasons for not being able to achieve good results in education is overcrowded classes. Another is that students from our foster schools are often weak in terms of ability when they come to this school; it is a big challenge for teachers to teach them.'

In some places, teachers said that they had to run the school in two shifts. Both urban and rural teachers faced a lack of subject teachers. In urban areas this was due to a lack of teacher placements, while in rural schools it was because properly trained teachers could not be found. This head teacher voiced his frustrations:

'Our school has not had any maths or English teachers to teach at secondary level for five years; those who are teaching these subjects at present are not trained to teach them. According to the record, this school has a full quota of teachers. But the new teacher who was placed here this year by the commission is another social studies teacher. We do not need that.'

Teacher numbers – other stakeholders' views
District Education Officers felt that teacher quotas were an overwhelming problem. One officer explained that this issue occupied almost 40 per cent of his working hours. A district secretary of the Nepal National Teachers' Association (NNTA) from a Terai district explained why:

'Because of insurgency and insecurity, schools in rural areas are losing students, whereas schools in urban areas are overcrowded. In just two years, the total number of students has risen by 30 per cent but the number of teachers is the same. So why are only the teachers blamed for failing to provide quality education?'

Other District Education Officers are concerned about the lack of subject teachers, and attribute the cause of the problem to the untimely recruitment of teachers, resulting from vacancies remaining unfilled for 10 years:

'After the placement of permanent teachers in the schools, five to six delegations came to the DEO every day asking for subject teachers. Since the vacancies were created eight years ago, the DEO was unable to supply enough teachers.'

RPs and District Education Officers reported that teachers with political influence often bring recommendations and directives directly from the Ministry of Education to transfer them to more convenient schools. Such remarks from DEO staff clearly indicate the lack of coherence in policy and practice. District Education Officers seem helpless when a primary teacher brings a recommendation letter for his transfer from the MoES directly.

Teacher numbers – recommendations
- Target student–teacher ratios should be considered a maximum, and teachers should be hired to satisfy the needs of schools based on these ratios.
- The government should end the policy of recruiting teachers only if vacancies have been open for 10 years, and recruit teachers to fulfil long-vacant posts without delay.
- Teachers must be held accountable for teaching in the schools to which they are assigned.
- Some teachers from schools with very low student–teacher ratios should be reallocated to schools with very high student–teacher ratios to reduce class sizes and equalise the ratios across the country.
- The need for a specific number of subject teachers required to deliver the curriculum per school should be taken into account when allocating teachers to schools. Subject teachers should be allocated according to need.

MONITORING AND EVALUATION

Monitoring and evaluation of teachers' work is an important contributor to teacher motivation. In this section, the views of teachers and other stakeholders about existing monitoring and evaluation will be presented and discussed.

Monitoring and evaluation – the policy framework
Although, there is a procedure for evaluating teachers, it is not transparent. The head teacher is responsible for evaluating teachers' performance and he or she sends evaluations to the DEO. Teachers themselves do not know how their performance is evaluated.

> 'When the concept of resource persons and resource centres was conceived, it was supposed that they would provide professional support to teachers, but now it seems that they are heavily involved in administrative work.'
> A FORMER BASIC AND PRIMARY EDUCATION PROJECT (BPEP) DIRECTOR

The TSC, entrusted with the responsibilities of issuing licenses and promotion of teachers, is coming up with plans to upgrade teachers in government-funded schools. There is a total of 26,796 government-funded schools. Teachers who have served a minimum of three years and have passed the qualifying examination held by TSC will be selected for promotion.

Monitoring and evaluation – teachers' views
Teachers want to know how they are doing in their job. A majority of teachers interviewed pointed out that their performance was hardly monitored and they did not get any professional support. They were also discouraged at the inequity in the evaluation system, as this teacher pointed out:

> 'When I see my colleagues spending time conducting a political party's business and still getting paid, while teachers who honestly teach in the school are accused of not performing their duties well, I feel very disappointed.'

They also expressed that there should be a mechanism of reward and discipline in place. Teachers who are dedicated and motivated should be rewarded and teachers who do not perform their tasks or work effectively should be disciplined. The lack of this kind of system has discouraged teachers from working professionally.

Monitoring and evaluation – other stakeholders' view
A training officer at the central level of the government office pointed out that there was a lack of monitoring and evaluation to measure the teachers' performance, and that there should be a provision of rewards for better performance:

> 'Teachers can be made more accountable and responsible to their job if their performance is valued. Teachers who bring outstanding results should be given awards or offered scholarships to further education; therefore, other teachers will also be encouraged to work sincerely.'
> A PROFESSOR AT THE DEPARTMENT OF EDUCATION, TRIBHUVAN UNIVERSITY

A former director of the Basic Primary Education Project suggested that community members should be included in the process of monitoring and evaluating the performance of teachers and that PTAs should be strengthened to allow them to participate in teacher evaluation, so that teachers start to feel valued. Social audits should be practiced and parents should be encouraged to participate.

Monitoring and evaluation – recommendations
- A system of self-appraisal together with feedback on performance should be in place.
- A clear promotion policy should be in place.
- Resource persons should work with head teachers to establish effective mechanisms for rewarding and disciplining teachers.
- Community members should be involved in teacher evaluations and social audits through strengthened PTAs.

GENDER-SPECIFIC HUMAN RESOURCE MANAGEMENT ISSUES

Focus groups with female teachers raised a lot of gender-specific issues that were embedded around management issues. Female teachers were particularly concerned about the gender disparities in their schools. They felt that they were discriminated against on the basis of their gender, as a result of the negative attitudes of their male counterparts and officers, male head teachers, and the non-conducive teaching environment. A female teacher quota system has not improved the number of female teachers in the rural area. This assertion is supported by the experience of the primary education policy, which was designed to ensure that there is at least one female teacher in all primary schools. Despite this policy being in place for nearly a decade there are still 80,006 primary schools with no female teachers.

Prasa is a Terai district, adjacent to the Indian boarder. The situation in Prasa exemplifies the present situation concerning female teachers' placements across the country. There are currently two VSO volunteers working in this district: one with the DEO as a management adviser and another with a local campus as a methodology adviser.

SCHOOLS SANS LADY TEACHERS

'Some 145 schools of the Parsa district have no lady teachers and only 25 per cent of the total 197 primary schools managed by the communities have lady teachers, the District Education Office, Parsa informed. This shortage of lady teachers has hampered the government's effort to increase the rate of enrolment of girl students in schools. Data shows that only 47 per cent of the girls of schooling age in the district go to primary schools and that only 21 per cent continue schooling up to secondary level.'
(THE HIMALAYAN TIMES DAILY, 11 OCTOBER 2004)

Gender-specific human resource management issues – policy framework
The National Policy on Education has recognised that gender disparities are persistent in the classroom, at the school level and at the central management level of education. The gap between the net enrolment rate of boys and girls is 13 per cent, which also illustrates gender disparity in education. The gender disparity among teachers is more prevalent, as about 11,000 primary schools still have no female teachers despite the national policy that states that at least one female teacher will be placed in every primary school. Of all primary teachers, only about 29 per cent are female and only 8 per cent of head teachers are female (MoES, 2004). It is reported that the presence of female teachers in schools has a very positive impact on bringing girls to school and retaining them. If we look into the proportion of females in the Ministry of Education and Sports, it has been reported that female officers constitute only 6.8 per cent in the gazetted second class and 4.9 per cent in the third class (Bista and Carney, 2001: 28).

The *MoES EFA 2004–2009 Core Document* indicates the following policy on gender disparity:

- The Gender Audit of 2002 will be regarded as the main guiding path for designing activities. Concerted efforts will be made to implement the policy on having one female teacher in each primary school.
- Gender issues will be integrated in teacher training packages and programmes. Also the curriculum will be sensitised for content on gender and issues relating to marginalised groups.

Guided by the above principles and strategies, the programme will focus on the following activities:

- As per the recommendations of the Gender Audit (2002) for the implementation of the policy on female teachers, information will be collected at the community level on vacant teacher posts and local surveys will be carried out to identify the number of girls in the communities who have passed the SLC. Also, the vacancy for the post specifying the school will be announced locally and the appointment process will be made transparent. In order to increase the pool of potential teachers, females will be encouraged to study the field of education after SLC through campaigning at the school level.
- In order to increase the number of female teachers at the primary level, SLC graduates of feeder hostels[13] will be linked with a teacher training programme and the provision of scholarships.
- Gender-sensitive curricula and text materials will be produced, and teacher-training packages will be gender sensitised.
- Inter-sectoral coordination and collaboration will be established to increase female participation at managerial levels.
- Two female teachers will be provided in primary schools that have more than four teachers.' (MoES, 2003a: 29)

The government has recently introduced an incentive scheme to encourage female teachers to work outside of the district centre and town areas with the aim of having at least one female teacher in every school. The government provides NRs 500 per month as an accommodation allowance for female teachers who work in a rural school but do not come from the same locality.

Gender-specific human resource management issues – teachers' views
It appeared from the remarks made by female teachers that in a majority of schools the working environment was not gender sensitive. They felt that they were especially overlooked for promotion and in deputising certain extra responsibilities (acting in the head teacher's absence or coordinating programmes). Female teachers from the Terai felt more excluded than teachers from the hill areas. These two teachers' views illustrate the challenges faced by many female teachers:

> 'There was a vacancy for the head teacher; I applied but the SMC member thought that a female teacher would not be able to work as the head of the school. If I was a male teacher, I would be the head of the school.'

> 'I was academically qualified to teach that subject, but a male teacher was given the subject to teach. In fact, he did not have the academic background to teach that subject. I was the only female teacher in that school. The head teacher was not gender sensitive; he thought that only a male teacher teaches at secondary level. In staff meetings, I was often excluded or ignored.'

The policy of placing only one female teacher in a school leaves these teachers without support in an environment that is not gender sensitive. One primary teacher comments that:

> 'I am the only female teacher in my school. When there is a staff meeting, male teachers completely ignore my presence; they don't recognise my input. Sometimes, their perception of women and female teachers is very strange.'

[13]A feeder hostel is a hostel built within the premises of a secondary/higher secondary school for girls from feeder schools, usually from rural areas where they do not have a secondary school. The girls can stay at the hostel to complete their secondary education.

Single female teachers feel especially uncomfortable working in a school where the rest of teachers are male. A recently married female teacher noted:

'Not only my fellow teachers but also the head teacher used to bring me marriage proposals, even though I told them not to and I did not feel comfortable. For them, as a single girl, I should be married. What can a female teacher do?'

Inconvenient placement was an issue voiced by many female teachers; they reported that they were not only teachers, but they also had to fulfil their responsibilities as female family members (as in-laws, mothers or daughters) at home before coming to school. When their placement is far from home, they often found it hard to reach school on time. They said that it was also hard to find appropriate accommodation near a rural school. These women thought that one of the reasons for not having any female teachers in 1,100 rural schools was lack of accommodation and other facilities.

In some cases, female teachers said that they were sexually harassed by male teachers. Sexual harassment was more prevalent in the Terai schools than in the hills.

Compared with government schools, private schools were found to place greater priority on the recruitment of female teachers. The rationale of private schools was that female teachers were more efficient in teaching young children.

Gender-specific human resource management issues – other stakeholders' views
Representatives of NGOs and INGOs working in education reported that the presence of female teachers has had a very positive impact. According to one training officer, female teachers are more effective at primary level. Having female teachers not only helps reduce gender disparities but also leads to a higher retention rate for girls. Most of the tertiary respondents said that gender issues need to be addressed in regular teacher training courses.

'Schools with female teachers have proved that it's possible to increase girls' enrolment through their presence.'
DISTRICT EDUCATION OFFICE FROM KAPILBASTU DISTRICT[14]

Female teachers are reluctant to serve in schools located outside their home town even though the government has started providing an accommodation allowance.

'We have increased their salary but female candidates are still reluctant to serve outside district centres and towns.'
JANARDAN NEPAL, DIRECTOR GENERAL OF THE DEPARTMENT OF EDUCATION

Gender-specific human resource management issues – recommendations
All stakeholders should recognise that gender discrimination is a major demotivating factor for potential female teachers, and should take steps to tackle this discrimination. Some of the following recommendations may serve as a starting point:
- Gender sensitivity policies and a code of conduct need to be implemented so that female teachers do not experience discrimination or harassment.
- Gender auditors/motivators must be hired to ensure gender sensitivity (towards teachers and students) in all areas of education.
- The new policy of having two female teachers in primary schools needs to be actively implemented.
- Females need to be given priority for lower secondary and secondary teaching posts, as well as for head teacher and other supervisory roles.
- To encourage women to become teachers, special benefits such as housing close to schools, education, good maternity benefits and special training opportunities should be instituted.
- Rather than excusing female teachers from teacher training classes, female teachers should be provided with the training at the state's expense as an incentive to women to become teachers.

PARTICIPATION

Education is not the responsibility of government only. Education goals can be achieved only if all stakeholders in education join hands and share responsibilities. In all education systems, teachers play a major role in delivering education reforms. Teachers are both recipients and deliverers of this change. If teachers themselves are not clear about the changes in education policy, it is almost impossible to achieve the goals, no matter how good the new policy is. The following quote from the president of the NNTA demonstrates the circular process of ineffective education:

'Teachers were not involved in the development of the Education For All plan; we were not invited to discuss how the Millennium Goals of education could be achieved and how teachers could help achieve EFA. The role of teachers was completely ignored by the government in this regard, so we teachers don't feel any responsibility to meet the EFA goals.'

Participation – policy framework

The government has recognised the importance of the role and contribution of teachers in classrooms as well as in all other educational processes. Following this, the government has developed mechanisms that allow teachers to participate in planning and policy development; enhancing community participation in school management; improving educational quality and improving the learning outcomes of children, etc. Some of the mechanisms include the participation of teachers in School Improvement Plans, parent–teachers' associations, and representation in School Management Committees, Village Education Committees, District Education Committees, etc (MoES, 2004).

The *MoES EFA 2004–2009 Core Document* states that:

'Comments and suggestions obtained from donors were incorporated and a revised concept paper of the EFA document was disseminated widely to central line agencies, Regional Education Directorates (REDs), District Education Offices (DEOs), Resource Centres (RCs), District Development Committees (DDCs) and Village Development Committees (VDCs) in January and February 2003... Consultations with civil society and stakeholders at central, regional, district and RC levels were held on the concept paper in order to collect suggestions and feedback from all levels.'
(MoES, 2003a: 8)

It is interesting to note that teachers are just about the only people not listed as being consulted in the development of the EFA plan. Officers of the DOE and REDs said that representatives from the teachers' unions were consulted in developing the EFA policy. However, when asked about the validity of this claim, representatives of the teachers' unions at the central level told the researcher that they were not invited to participate in the EFA policy development process.

Participation – teachers' views

Teachers' focus group discussions on the demotivating factors deriving from the national level centred on the fact that the education authorities and policy-makers disregarded teachers' views and voices. They reported that they have not been consulted for their experienced viewpoints on what is needed for the new policies to succeed. For example, while preparing the new curriculum, teachers were not invited to be involved. When asked about the government's EFA policy, only a few of them responded that they knew about it. Only teachers from COPE schools said that they were consulted by the SMC in the decision-making process.

In this research, teachers and head teachers were asked if they knew what their roles are in EFA. Many teachers expressed that they did not know the changes in policy and were unaware of planned changes. Except for teachers in urban areas, who were also involved in teachers' unions, none of the teachers could provide information on EFA. Many of them considered EFA as another phase of BPEP. Some head teachers said that they knew about it only after the government launched the programme last year. None of the head teachers who participated in this research had participated in the EFA consultation workshop.

Participation – other stakeholders' views
Former policy-makers, School Management Committee members, and people at the central level pointed out that one of the main reasons for the failure of education policies is the lack of participation of teachers and other stakeholders in the process of policy development. For example, the government did not consult teachers at the grassroots level, before they decided to hand over government-aided schools to the communities.

Participation – recommendations
Education policies, curricula, etc should be developed with participation of all stakeholders including teachers. This is not only to improve teacher motivation, but also to make policies more realistic. If teachers feel they have been consulted – and that their views have been taken into account – they will feel more ownership of the reforms, and be more willing to implement them.
- Parents, teachers, students and communities should be directly involved in education policy-making, implementation and evaluation – as a responsibility as well as a right.
- Teachers should actively participate in the development of textbooks and curricula.
- Teachers' subject associations should be involved in developing the national curriculum and textbooks.
- Teachers' unions should be more accountable to teachers for their professional development and lobby for teachers' participation.
- Teachers' unions should be supported to extend their activities into rural areas.

TRANSPARENCY AND ACCOUNTABILITY
Transparency and accountability are norms that help to establish trust and a fair environment in which people can rely on each other and optimise their own performance.

Transparency and accountability – policy framework
The government is often criticised by civil society and donors for not being transparent and accountable to its education development projects. In response, the government has demonstrated its commitment to transparency and accountability by incorporating these elements as main principles of key education policies, such as its EFA plan and the Secondary Education Support Programme.

> 'Another principle that EFA 2004–2009 will follow is good governance. Ownership, equity, transparency, accountability, participation and efficiency are the indispensable elements of good governance. Mechanisms for transparency and accountability will be embedded in programme implementation processes in order to ascertain that the resources are being spent under well-defined procedures for the right cause and are yielding the intended results.'
> (MoES, 2003a)

In order to make the education programme more accountable and transparent, HMG/N has started some initiatives by publishing EFA budgets publicly:

'A system of informing the public about the programme and its resource provisions, public access to EMIS [Education Management Information System] data, and processes to involve stakeholders, civil society and people's representatives in planning, designing, implementing and monitoring programme activities will be established in order to develop a sense of ownership among the beneficiaries.'
(MoES, 2003a)

MoES has put all its information on its website **www.moe.gov.np** which can be accessed by any member of the public.

Transparency and accountability – teachers' views
Transparency and accountability emerged as a theme in discussions with teachers and head teachers. Teachers desired a more transparent and accountable education policy. They believed that education systems from schools right up to the Ministry level must be transparent. Teachers expected transparency in recruitment, promotion and other professional opportunities. According to them, the education policy is not clear enough and not transparent. Many teachers from rural schools were not aware of the new education policies; they felt that they were not informed on a timely basis, a problem that indicates a communications breakdown.

A majority of teachers, especially rural teachers, were not satisfied with the service provided by DEO staff. They felt that the criteria of selection for training, study leave and transfer were not clear, and that people at the DEO didn't promptly address teachers' problems.

The issues raised in this research have clearly signalled that the education system as a whole, from the school level to the Ministry level, should be more transparent. The MoES and DOE have started putting all education laws, rules and reports on their website, which could be considered a positive step towards making the system transparent. However, considering the accessibility of the internet across Nepal, it would be more effective to use other means of communication, such as school notice boards, newsletters, newspapers, radio and television, to disseminate the information to stakeholders.

Transparency leads to accountability. Only when policies are transparent can people be held fully accountable for actions. The situation is clearly desperate in some areas, and leads directly to unmotivated teachers, as demonstrated by this focus group discussion's assessment:

'All the stakeholders: teachers, parents, and the government should be accountable. Teachers are forced to teach 70 students at a time, textbooks are not available on time, there is no training and professional support, and parents do not feel that it is their responsibility to buy exercise copies for their children. Eventually, teachers are blamed for the deteriorating quality of education.'

Issues of poor communication, read as lack of transparency by the teachers, included training opportunities, changes in exams for which the teachers could not prepare their students, and funding. The outcome of the poor communication was frustration, adding to the demotivation of teachers, and weakening of their already fragile morale.

Many teachers felt that that the money and resources they had heard about had been misused and had not reached its intended beneficiaries. SMCs and head teachers said that teachers were not accountable for their work. All stakeholders blamed others for the outcomes. Although new policies have been implemented, many teachers in the focus group discussions did not know of the changes.

Transparency and accountability – other stakeholders' views
Discussions with head teachers and SMC members pointed out that they did not have power to appoint and dismiss teachers, although the 7th Amendment of the Education Act has provided some powers to the SMC and head teachers to monitor and appraise teachers. Teachers could not be disciplined for unacceptable behaviours such as absenteeism, tardiness, or poor teaching by the SMC or the head teachers because it was not possible to dismiss them from their jobs. SMC members in particular accused teachers of not being accountable for their work. They said that teachers – because of their inadequate salaries – often have to take on secondary income activities such as private tuition and small businesses, which directly affects their motivation and ability to prepare good quality lessons.

Transparency and accountability – recommendations
- Teachers should be informed about new policies and practices. This can be done by publishing a monthly report in the national newspapers. Clear guidelines must be developed for grants to schools from the DEO. A list of schools that receive grants from the DEO, together with the amounts and purposes of the grants should be published.
- Strong coordination between different line agencies such as the MoES, DOE and the Ministry of Local Development should be developed.
- SMCs should be trained in school budgeting, and be required to publish the school budget locally and hold stakeholder meetings to discuss the budget and how it is spent.
- Decisions on education issues should be resolved promptly. Decisions should be based on written policies.
- New policies and decisions should be disseminated through different means of communication, eg, radio, television and newspapers. This will help to develop the credibility of the government and enable the participation of other stakeholders – especially those in rural areas.
- All stakeholders acknowledged that the education sector was politicised too much, which led to poor outcomes. Politics should be kept out of education.

POLICY COHERENCE AND COMMUNICATION
Inconsistent policy is a continuing problem in education. Policies are constantly changing, and communication is so slow that no one knows what the new policies are. This creates a challenge for all participants in education, as discussed in this section.

Policy coherence and communication – policy framework
The current environment is aptly described by Devi Prasad Ojha, former Minister of Education:

'It is a misfortune that with the restoration of democracy, good plans and programmes introduced by one Minister is not given continuity by the next Minister.'
(OJHA, 2003)

Nepal has averaged one government per year since the reinstatement of democracy in 1990. Policy changes are expensive to implement, and constantly changing them leaves people at all levels of education not knowing what they should be doing.

'An emerging system of decentralised government is based upon devolution of responsibilities and resources, but without coordination with the decentralised institution of the MoES and DoE with respect to education delivery. Legislation in the form of Education Act (7th Amendment) is not coherent with legislation in other sectors most notably with the Local Self Governance Act (LSGA).'
(MoES, 2003c)

Adding to an already difficult situation, some central and regional level officials indicated that sometimes the government changed the policies in the interest of donors. This means that Nepal is not even pursuing its own education goals, but sees funding as a higher priority.

Policy coherence and communication – teachers' views
Frequent changes in education policy have a great impact on teacher motivation. Teachers are unsure of their jobs because of inconsistencies in the education policy. Head teachers expressed that because of ambiguity in education policy, it is hard to implement new policies. For example, one policy mentioned that education was free, but the next government did not continue that commitment. At this point, collecting fees from the students became very difficult. One secondary head teacher complained that:

> 'The frequent change in education policy has disabled the development of education. A lot of experiments without adequate preparation has raised a lot of problems in education.'

Policy coherence and communication – other stakeholders' views
Frequent change in education policy has created chaos in the education sector. When policies are changed, it is not often communicated to the schools on time. For example, on the one hand, the government launched an enrolment campaign and a 'welcome to school' campaign. As a result of the campaign, the number of children increased significantly, but resources were not supplied accordingly. Many schools are running a double shift system of classes to cope with the increase in student numbers.

Another point that many tertiary level respondents raised was the ad hoc nature of rules and regulations. As the government changes, the education policy is generally the first thing that changes.

A field officer of UNICEF in the western region pointed out that one of the major problems of education in Nepal is its instable education policy. The officer felt that education policy should be practical and that once it is introduced it should be implemented. If the government expresses its commitment to have at least one female teacher in every primary school, that commitment should be followed seriously.

Policy coherence and communication – recommendations
- The political parties should work together to ensure that education policy is not changed every time the government changes.
- Policies should be complementary not conflicting, and coordination, communication and consultation between the responsible bodies should be strengthened to ensure policy coherence across all sectors.
- Donors should coordinate and back HMG/N's plans, not invent their own projects.
- A better system of communication should be developed – using all available media (school notice boards, newsletters, newspapers, radio, television and the internet) to ensure that all teachers and other stakeholders have access to information about education policy reforms.
- The communication system should be a two-way system with mechanisms to allow teachers, students and parents to give feedback on policy proposals and on implementation successes and problems.

PEACE AND SECURITY
Since the insurgency started in 1996, Nepalese teachers have been caught between the insurgents and the government. According to the Informal Service Sector Centre (INSEC), over 160 Nepalese teachers have lost their lives in the conflict. Teachers suffer from the insurgency in various ways, including displacement and transfer to other postings, kidnap, injury and even murder. Teachers are frequently coerced into participating in Maoist training programmes on 'people's education' and then often experience retaliation from security forces for attending them.

The trend of school expansion actually reversed this fiscal year. The number of primary, lower secondary and secondary schools decreased to 24,746, 7,436 and 4,547 respectively in 2005, down from 26,823, 7,954 and 4,569 in 2004 (Regmi, 2005).

The Maoists, whose nine-year insurgency has claimed over 8,000 lives, call the existing education system 'feudalistic, reactionary and anti-people'. They are demanding free education and syllabuses that 'serve the interests of the workers, peasants and other oppressed classes of society' (Paudel, 2004). The insurgents have introduced their own school calendar that includes annual holidays like Martyrs Day and Lenin's Day. They have declared bans on subjects like Sanskrit, history and social studies in remote rural areas, most of which they control.

The ongoing insurgency has affected the education sector in various ways. Violence has intensified in the nine years of conflict and now almost all districts are affected to varying degrees. Since the insurgency started, some estimates link it with closing over 2,000 schools (including 200 that are government run), affecting over 250,000 students (ODC, 2004). Phuyal (2004) believes the situation could get much worse:

> 'Nearly 4,000 public schools run with local resources face closure as the Maoists have threatened them not to charge any fees from the students. The government has been supporting these schools with the salary of just one teacher at each of the primary, lower secondary and secondary levels.'

Strikes and closures have taken a severe toll on the number of school days available. Last year schools in urban areas functioned for about 150 school days, while in rural areas even 100 school days were rare. The closure of schools because of political instability is a common phenomenon in Nepal. Schools are closed during transportation strikes, blockades, rallies and political demonstrations.

Peace and security – policy framework
In response to the effect of the conflict on education, the MoES has been trying to declare the schools as zones of peace. In addition, the government has acknowledged the effect of the conflict on education, and has established a Conflict Impact Monitoring Cell at the Department of Education. The cell's programme is training teachers and staff to raise their awareness and skills to maintain neutrality and to behave and act according to the situation. (MoES, 2004)

Peace and security – teachers' views
Together with head teachers, SMC members, students and other education stakeholders, teachers collectively alleged that educational institutions were used as tools to pressurise other parties to fulfil political demands. It was found that teachers were working in very difficult conditions with fear of abduction and forced participation in political programmes. The situation is extreme.

> 'The condition of school teachers is pitiable in Nepal because they are often subjected to extortion, torture, kidnappings, forced participation in Maoist activities, displacement and property seizure.'
> PRESIDENT OF A NATIONAL TEACHERS' ASSOCIATION

Teachers and teachers' unions reported their grave concern over the use of schools by the army and insurgents. Teachers reported that many schools were used by either government security or the rebels.

> 'We are trapped between both warring groups and the government. Security forces accused us of letting insurgents run their schools, whereas the insurgents come to the school and force us to participate in the 'people's education' campaign.'
> FOCUS GROUP IN THE FAR WEST

'The Maoists looted the entire property of Krishna Datta Pant, principal of Durga Secondary School in Maharudra Village far away from the centre of Baitadi district, and expelled his family of 11 members from the village. The family, including his 81-year-old mother, has been living at the district centre as refugees for the past month. The Pant family is not the only family to be displaced by fear of the Maoists. Many teachers, students and their guardians have taken to working as labourers in Nepal's larger cities and towns or in India in order to escape the dual menace of government forces and Maoists. In particular, teachers and students have fled their home places by fear of being abducted if they fail to make donations to the Maoists or being killed on accusations of spying. School children displaced from districts like Rolpa and Rukum which are badly affected by the Maoists can easily be found working as labourers at brick kilns inside the Kathmandu Valley. The psychological trauma of students, guardians and teachers caused by political violence has had a negative effect on education as a whole. These traumas among teachers and students, the death of children in bomb explosions, the upsetting of school calendars and school lock-outs have to be put up with by educational establishments in rural and urban areas equally. But schools in the remote hill districts have borne the brunt of violence over the past eight years. Although private schools in cities are subjected now and then to lock-outs because of the educational demands and donation drives of the All Nepal Revolutionary Maoist fraternal organisation, academic activity has not been brought to a halt over long periods of time. Well to do urban families started sending their children to school in India or elsewhere once the upheaval in education commenced. Those falling prey to political violence are mostly lower middle class rural families.'
(GAUTAM, 2003)

Peace and security – other stakeholders' views
All RPs and District Education Officers who were interviewed for this research pointed to security as the main challenge that is hindering the delivery of their education programme. Many RPs have not been able to visit the schools and run programmes. Educationalists, volunteers and SMC members felt strongly that both teachers and students had been victimised by both parties in the ongoing insurgency. Frequent closure of schools, threats from the warring parties, taxation of teachers' salaries by the insurgents and interference in school activities were some common issues raised by the respondents.

Peace and security – recommendations
• There must be an end to all violence and terror in schools. The government needs to work out the root causes of the conflict and take steps to resolve these problems as soon as possible.
• School buildings and premises should not be used for military purposes.
• Training and workshops should be organised for teachers to raise their awareness and skills to maintain neutrality and respond appropriately to the situation.
• Displaced teachers should be given support.

TEACHING AND LEARNING MATERIALS

Many government schools lack adequate teaching and learning materials (TLMs). Compared with government schools, private schools in this research project were better equipped with TLMs. Although textbooks at the primary level in government schools and COPE schools are free, many students lose their books and books are torn after two or three months because the students don't have money to buy a school bag. It is difficult for teachers to run any activity smoothly when the students do not have exercise books. Interestingly, however, in some focus group discussions, teachers felt that TLMs were not an issue since teachers often use the lecture method in the classroom and go to class without books. A majority of primary and lower secondary schools that the researcher visited did not have teachers' guides or dictionaries.

Teaching and learning materials – policy framework

The relevant policy documents have recognised TLMs as playing a vital role in improving the quality of education. However, according to the national education policy, inputs essential for quality education at the school level are currently not reaching schools. For example, textbooks do not reach the schools in time, and teachers' guides, the curriculum and supplementary reading materials are either not available or insufficiently available (MoES, 2004).

During the writing of this report, the government announced some programmes to solve some of the education system's problems, including providing block grants, with assistance from donor agencies, to help improve the quality of education:

> 'Earlier, the government used to provide Rs.24 million for the non-current costs per school, while from this year the MoES will provide Rs.60 million focusing on a per school and per student strategy alone, besides funds allocated for non-current expenditure. The government is providing block grants of Rs.11,000 per school per year, miscellaneous money of Rs.300 per teacher, additional teachers' support for intensive support of Rs.53,300, Rs.34,000 for bilingual teaching, Rs.3,000 as a fixed cost for educational development and Rs.100 per student per year for stationery at the primary level school.'
> RAM BALAK SINGH, ASSITANT DIRECTOR, DOE (KSHETRY, 2004).

Teaching and learning materials – teachers' views

Lack of teaching and learning materials was a major complaint of teachers from government schools, especially those from rural primary schools. They stated that they were expected to use new methods and that testing and examinations is now based on these new approaches. However, the lack of appropriate teaching and learning materials has led to frustration. Teachers who had undertaken training courses were more frustrated than those who were untrained in the new methods. Specifically, having knowledge of the methodology and not having the materials to implement it left teachers feeling that their teaching approaches were archaic and inadequate. Female teachers especially felt that they were not doing their jobs well following the training:

> 'The new curriculum demands that we do project work with the students. Student-centred teaching methods and techniques are discussed during training, but at school, we don't even have the funds to buy chalk and charts.'

In every focus group discussion, teachers seemed to be aware of different new teaching methodologies and techniques they could apply, but without the resources to purchase TLMs, they could not put these methods into practice, and were unable to implement the new curriculum properly.

While the problem may be more acute at the primary level, it is still an issue at the secondary level as this teacher describes:

> 'I do have good ideas and training on using different teaching techniques, but the only resources we have are textbooks. We haven't received the teachers' guides and grid for the exams yet. It's hard to teach without any support material to prepare my lessons.'

A head teacher also describes his frustration:

> 'The secondary level of the school is run by the community; I know we need to have a library and a science lab in the school, but the government has no budget for this. The school is hardly able to pay the teachers' salaries.'

Teaching and learning materials – other stakeholders' views
Other stakeholders and education officials at central and regional levels corroborated teachers' opinions. They all supported the fact that there should not only be a focus on training but also on the provision of TLMs. Another problem related to TLMs was that of quantity. The present distribution of TLMs is not based on the number of students. For example, the Curriculum Development Centre sends one copy of the teachers' guides to all schools. In a school where there are five sections of the same class with five different teachers, all of the teachers do not have adequate access to the guides. Many parts of the country do not have photocopying facilities, and schools do not have funds to outsource photocopying.

In the districts where this research was carried out, the Secondary Education Development Unit (SEDU) had set up science labs. A SEDU chief said that the problem was not only the lack of TLMs but also the lack of trust on the part of the head teacher. While monitoring the schools that had received science equipment, the team found that a number of schools had locked them in cupboards and not used them. The reason given to the team by teachers was that the head teacher had the key to the cupboard. When the head teacher was away from the school, the teachers had no access to the resources and the lessons they had planned were hampered. Teachers felt that they were not valued and trusted.

Teachers from urban areas who had access to libraries, science labs and computers confirmed that better TLM facilities enabled them to deliver improved lessons by providing more of the information and ideas they needed. In the absence of required TLMs, the lessons become boring for both teachers and students – teachers loose interest in teaching, and students lose interest in learning.

> 'Many schools do not usually have appropriate teaching and learning materials. Teachers don't have access to reference materials to prepare their lessons. For example, in the SLC, students are required to take a listening test for English language but the schools do not have cassette players. And where they do have cassette players, there is no electricity. When students fail the exam, the teachers are blamed for the results, but it is the policy-makers who should bear such things in mind.'
> RESOURCE PERSON, RAUTAHAT DISTRICT

A training officer at the Department of Education felt that teachers should be trained to develop local TLMs and every school should allocate certain funds to purchase TLMs. Some tertiary level stakeholders suggested that the DOE should provide certain funds to buy TLMs and teachers should be encouraged to use them.

Teaching and learning materials – recommendations
- The delivery system needs to be improved by setting up regional networks for storage and distribution of textbooks and other supplementary materials.
- Textbooks should be delivered to remote areas first so that they are available on time.
- Teachers need to feel confident about subjects they are expected to teach and should be assisted in doing so by the provision of teaching and learning materials for themselves as well as for their students.
- Use of low cost and locally available/locally produced materials needs to be encouraged. Local teachers should be encouraged to develop teaching materials.
- Changes in the national curriculum must be effectively communicated to all schools in a timely manner.

SCHOOL FACILITIES

Most of the schools in the research had basic infrastructure, but many were dilapidated. Only a few schools had facilities like libraries, computer labs, science labs and playgrounds. Urban schools had better facilities than rural schools; they at least had toilets, water and classrooms. Schools in the Terai and rural areas lacked even basic infrastructure: the majority of teachers from primary schools stated that their schools did not have toilets and water. Classrooms were often dark and did not have enough space for the children. School buildings were not well maintained. However, districts where BPEP projects supported the construction of schools had better school buildings.

COPE schools also had poor infrastructure. Among three schools that the researcher visited, only one had a small playground. None of the schools had enough benches and they had a limited number of desks. Often teachers would find it difficult to teach effectively because of the noise and disturbances in the next class.

Private schools included in this research had different standards of facilities. One school was well equipped with white boards, computers and overhead projectors, but another school had only small, badly lit classrooms. This difference was reflected in the teachers' motivation level as well; teachers from the well-equipped school were more motivated than those from the poorly equipped school.

School facilities – policy framework
The government understands the importance of school facilities, as demonstrated in its EFA core document:

> 'Learning materials, laboratories, libraries and computer facilities in schools are always stimulating to the innovative, creative and inquisitive minds of the students. Spacious playgrounds and the availability of sufficient play materials attract the children.'
> (MoES, 2003a)

The same EFA policy has envisioned the kind of classroom that should be available in schools by 2015:

> 'The room is spacious (at least 0.75 sq metres per child), clean, bright, well ventilated and adequately furnished. Furniture is well maintained and flexibly designed to allow for a variety of organisational layouts. A wide range of teaching aids are on display, and are used by both teacher and students as a regular part of the teaching–learning process.'
> (MoES, 2003a)

School facilities – teachers' views
Teachers cited poor-quality infrastructure as a major cause of demotivation, although the type and quality of infrastructure varied. Rural teachers, especially women, were frustrated by a lack of toilets. But the problem is more pervasive. Many teachers noted that classrooms are overcrowded and lack basic facilities like adequate lighting. Noise from one classroom affects the ability of the teacher in the next room to teach, highlighting the need for better school construction.

Some focus group discussion participants mentioned that the buildings constructed under BPEP projects were not geographically appropriate. During the research, it was found that schools built under other development projects or with local resources had better infrastructure.

Shortcomings in infrastructure severely limit teachers' ability to provide a meaningful education, as noted by this primary school teacher:

'Without improving the quality of infrastructure, teachers cannot be expected to deliver their lessons effectively. Regular classes cannot be run during the summer because of a leaking roof. There are no lights in the classrooms, so if it is cloudy, students cannot see what is written on the board.'

A science teacher described his frustration in teaching:

'There is no budget for maintenance or building new infrastructure. The school does not have any resources to set up a science laboratory, so I have to teach science without doing any experiments, without demonstrating.'

Teachers felt that the government should consider improving the school infrastructure as a top priority. They suggested that the participation and contribution of the community needs to be recognised and that the government should provide grants to encourage community participation.

School facilities – other stakeholders' views
RPs and District Education Officers also agreed that poor school facilities have contributed to demotivation among teachers. A renowned educationalist, who has served as a member of several education commissions, pointed out that poor and inadequate physical facilities in rural, underdeveloped and less privileged areas in Nepal have significantly contributed to low achievement levels. This, in turn, has ultimately affected teachers' morale and motivation because they are the ones who are often blamed for students' low achievements without any recognition of the difficult situations in which they work.

A chairperson of a government school reported a problem shared by nearly 50 per cent of schools in Nepal, saying:

'There are more than 150 students enrolled in Grade 1 but there are no extra rooms and no resources to hire teachers or buy new desks and benches. When it rains, the school has to be closed as the roof leaks and there are not enough rooms to accommodate all the children. There is no running water. We [SMC and the community members] went as a delegation to different government agencies, but we got no support.'

School facilities – recommendations

- Basic facilities, including drinking water, toilets (including separate toilets for women/girls and men/boys) and adequate electricity should be made available in all schools.
- School facilities should be of sufficient size to accommodate the student populace. When new schools are built, the growth in the number of students should be anticipated.
- New schools should be built to modern standards, including both infrastructure and TLMs.
- The community should be encouraged to lobby for local-level funding to be allocated to the cost of building schools and classrooms, where appropriate.
- Schools should be built in appropriate places, according to the needs of communities they serve, not based on political influence.
- New facilities such as electricity, telephones, computers, the internet and libraries should be available, where practical, and teachers should be encouraged to use these facilities.
- Budgets for furniture and construction of new buildings should be based on the number of students. However, smaller schools in rural areas also need sufficient funding to enable them to provide quality education.

STUDENT-TEACHER INTERACTION

In common with teachers around the world, teachers in this research were very much affected by the daily interactions with their students. Good performance of students was frequently given as a source of positive teacher motivation. Teachers who were supported, and enabled to assist their students in learning, and whose students had better results in exams had higher motivation levels. The interaction between teachers and students in private schools was the highest, followed by COPE schools. Both private and COPE schools, in general, have fewer students in the classroom than government schools. COPE school teachers said their interaction with students was one reason for positive motivation. The teachers can spend more time with and give attention to individual students in the classroom, whereas this is almost impossible in government schools, where the classroom is often overcrowded.

It appeared from the focus group discussions that interaction among teachers and students is more frequent when teachers were more confident in their subject matter and prepared for the lessons. Therefore, teachers with no training on new syllabuses and teaching methodologies tended to have less interaction with students.

Student–teacher interaction – policy framework

National education policies do not explicitly spell out anything about the interaction between teachers and students. However, new curricula and syllabuses have been based on child-centred approaches.

Student–teacher interaction – teachers' views

Student interaction can be highly motivating or demotivating for teachers. A primary school teacher describes the positive side:

> 'When students ask me questions in the class and are curious to learn, I feel very motivated to teach them.'

Other teachers take pride in the accomplishments of their students, as described by this lower secondary teacher:

> 'When students from my school win awards and medals in interschool competitions, it makes me very proud of my school and I feel motivated to work in the school. When students organise different extracurricular activities in the school and I can be part of the programmes, I feel very happy.'

However, teachers also frequently mentioned that behavioural problems have been major causes of dissatisfaction in their jobs. Teachers have noticed a considerable change in students' behaviour and attitude along with cultural and social shifts due to the influence of the media and modernisation. They pointed out that violence, frequent strikes and disturbances in schools have led to additional behavioural problems. Due to a lack of counselling skills, appropriate interaction between the teacher and students often does not take place. Experienced teachers, who had been teaching for a long period of time, particularly, were challenged by the fact that their authority and the respect given to them by students had declined in the past decade.

In urban schools, teachers shared a different problem related to interaction with students. Because of easy access to the internet and other resources, students would be much more informed, and at times the students were more informed than teachers in particular subject areas. Thus, they expected the same from teachers. But because teachers lacked modern school facilities and sometimes lacked teachers' guides, they felt inadequate for not being able to help their students. They felt that they would be more interactive with their students when they were more confident about their subject matter.

STUDENT–TEACHER INTERACTION – OTHER STAKEHOLDERS' VIEWS

Other stakeholders were also of the opinion that interaction between teachers and students is very important. It was believed that lower numbers of students in classes leads to higher interaction, which ultimately helps to develop better academic results.

An SPW volunteer working in a rural school observed that there is hardly any interaction between teachers and students in the classroom in government schools. Often the classes are teacher led and lack participation of learners, generating noise and behavioural problems in the classrooms.

'Big class sizes are a big demotivation factor. With 80 plus students, it is very difficult to give any individual attention. Many teachers seem to think they are fighting a losing battle and just give up.'
SPW VOLUNTEER TEACHER IN THE TERAI

STUDENT–TEACHER INTERACTION – RECOMMENDATIONS

- Teachers should be provided with the necessary resources (education, infrastructure, TLMs and support) to meet the needs of their students.
- Class sizes should be limited to below the standard ratio (40 students per teacher) or classroom capacity. This ratio should be viewed as a maximum.
- Teacher training should include classes on counselling students so that teachers can deal effectively with misbehaviour by the students or with the students' needs to discuss personal issues.
- Teachers should be provided with the necessary resources and encouraged to learn and work with new technologies so that they can stimulate their students to learn.
- The government should validate extracurricular activities (eg, sport) by including them in the timetable.

Teachers, in general, felt that much was expected of them in the classroom, but that their roles in educational development had been disregarded by the educational authorities. The researcher found that teachers at all levels were very open and eager to discuss their perspectives about education policy and practice. The research also revealed, however, that their views are rarely welcomed or considered at the national policy level.

TEACHERS' UNIONS

The history of teachers' unions in Nepal began in 1980, when teachers unions were united under the Nepal National Teachers' Association. The association was successful in making the government fulfil different professional and financial demands. Until 1990 and the restoration of democracy in Nepal teachers' unions were not legally accepted, but there are now four different teachers' unions. It was found that teachers from government schools are members of various teachers' unions. However, teachers working in COPE schools and many teachers from private schools are usually not members of any teachers' union. Previously, there was only one teachers' union, and as teachers have split into more unions, their collective voice has become weaker.

Teachers' unions – policy framework

The new education policy allows for the representation of teachers at various levels of the education system. For example, there is a provision for teachers' representation in parent–teacher associations, School Management Committees and Village Education Committees, as well as at the national level. The government has also introduced a single teachers' union policy, regardless of political affiliation, by which it means that it is willing to deal with only one teachers' union, which has resulted in the four existing unions creating an umbrella union with no function except for dialogue with the government.

Teachers' unions – teachers' views

Some teachers felt that they had gained a lot through the unions, but others thought that they had lost the respect of society because the unions have become overly politicised. In addition, the affiliation of unions with political parties results in fighting between the factions, and in favouritism for particular unions by the parties that are in power. Teachers agreed that some teachers were appointed on the basis of their political affiliation, which also allowed them to ignore their teaching responsibilities. Although teachers' union leaders claimed that they were neutral organisations, this was something that many of the teachers interviewed refuted. Clearly, all four major teachers' unions are affiliated with national political parties. Some head teachers told the researcher that they had no authority to take action against teachers who were not committed and were not performing their jobs properly because those teachers were more powerful as they were affiliated to a teachers' union.

Teachers had very mixed feelings about the unions in terms of their effectiveness. However, most teachers believed that their voice would be better heard if there were only one highly professional teachers' union. In addition, the unity might provide for greater respect both within the education community and in society. One lower secondary teacher was very clear in her opinion:

'All teachers' unions should be united and should not be affiliated to any political parties. Only then will teachers gain more rights and have a better image in society.'

Even the unions were frustrated by their lack of voice, as demonstrated by the chairman of a teachers' union, who said:

> 'The government expects a lot of us to implement their policy but we are never asked and involved in the development of the policy. We don't feel part of the programme. Had we been consulted, we would be responsible.'

Teachers' unions – other stakeholders' views

Perceptions of teachers' unions varied on the basis of the respondents' role in the education system. DEO, MoES and Regional Directorate staff all had negative perceptions, believing that teachers' unions did little for the development of quality education. They believed that teachers' unions were, on the whole, politically biased and tended to represent the views of political parties instead of representing the teachers' agenda. Unnecessary interference from political parties and the ruling party's teacher union on DEO administration was a major issue raised by DEO and DOE staff.

A District Education Officer from a Terai district, himself a member of a teachers' union when he was a teacher, showed his disappointment towards teachers' unions by stating:

> 'Teachers were united to fight for their rights and also gained some rights and facilities for a decade. However, in the course of time, particularly after 1990, teachers started to get actively involved in politics.'

He also accused teachers' union representatives of getting overly involved in politics, so much so that they appeared to be using the unions as training ground for their political career.

Some students who took part in this research also pointed out that the teachers who are more frequently absent are those who are actively involved in their local teachers' union branch.

Teachers' unions – recommendations

- Teachers' unions need to be united so that their voices can be heard more effectively. This may not mean that the four unions have to merge into one, but that they should at least work together to develop a shared agenda of key issues that are publicly promoted.
- Teachers' unions should have no political affiliation.
- Teacher unions should develop well-informed positions on debates about quality and relevance of education as well as fighting for the betterment of teachers.
- Teachers' unions should be proactive in proposing policy changes that will result in better-quality education and a better situation for teachers.
- Donors should invite and support teachers' participation in decision-making and, at the time of developing new projects, teachers should be given the chance to take part in developing the policies that will affect them.

TEACHERS' STATUS

Teachers' status – policy framework

There is lack of clear policy on teachers' status. However, the *EFA 2004–2009 Core Document* has outlined a vision for teachers by 2015 as follows:

> 'A teacher has adequate professional support internally from peers and the teachers' union, colleagues and senior teachers, and externally from mentor teachers, teachers' professional groups, resource persons and experts. The community with which they collaborate closely in the process of improving children's learning in the school also supports teachers.'
>
> (MoES, 2003a)

Teachers' status – teachers' views

Teachers are concerned that they receive little respect from society. They feel that their contribution to the nation has been undermined by the media, as demonstrated in the following quote from a teacher:

> 'The media only covers the bad news about teachers. If a teacher does something wrong, it becomes headline news in the papers. But they don't feature the stories of the thousands of teachers who are devoting their lives to education and working in vulnerable conditions.'

Teachers stated that the image of teachers has declined in last decade. Many senior teachers felt that the respect for teachers that existed when they joined the profession had dissipated. They felt that because of bad practice by some teachers, for example teacher absenteeism, overly active involvement in politics, and concentrating more on their private tuition classes than on their main job, teachers have lost their high status. Teachers themselves admitted that, in the past, incompetent people gained jobs as teachers. A large number of teachers were found to have fake academic certificates, which affected teacher morale and image at large. The media has capitalised on such situations, damaging the image of all teachers. As a result of this poor image, people with strong academic backgrounds choose other professions. Teachers also felt that government officials often accused teachers with the failure of education policies.

Teachers' status – other stakeholders' views

Other stakeholders have different opinions about teachers' status. Some felt that the status of teachers is better than in the past. Others thought that community respect towards teachers has declined. A training officer from the National Centre for Educational Development represents the views of many stakeholders:

> 'In the past, teachers were valued; society had respect for them. The social context has now changed. Before, teachers were the only means of getting information and knowledge, but now there are many resources for information, you can find a lot of information through other means, eg internet, television, etc.'

Many government officials who were once teachers agreed that teachers do not get as much appreciation and respect as they used to:

> 'Political parties are heavily involved in teacher politics. Rather than being responsible, teachers have opted to get involved in politics which makes them lazy – there is a lack of accountability.'
> FORMER DIRECTOR OF THE HIGHER SECONDARY EDUCATION BOARD

The analysis of the stakeholders' responses indicates that teachers should be given more responsibility and respect. The situation in which they are working is a very difficult one – this fact should be recognised and taken more seriously by the government.

Teachers' status – recommendations
- Teachers' contribution to community development should be recognised and their participation in the design of community development programmes (eg HIV & AIDS, immunisation and girl trafficking campaigns) should be invited.
- The government should introduce a media campaign to motivate and enhance the image of teachers and establish teaching as an attractive profession that plays an extremely important role in the development of the nation. The media should also recognise teachers' contribution to the development of communities, by publishing stories about successful and motivated teachers, and students who are succeeding because of their teachers' efforts.
- The public's regard for teachers is essential. This should be a shared responsibility of government, community and teachers' associations.
- Teachers' associations need to be professional and be accountable.
- All education stakeholders should value teachers' role and take steps to ensure that wider society develops a more positive and supportive attitude towards teachers.

Teachers can choose to get involved in community development work, or not. Urban teachers face a more serious issue. They are very poorly paid compared to other urban people, and must take on extra jobs to survive, or at least be two-career families. A media campaign isn't going to win them respect; producing good students will. Awards, especially financial awards, which are publicised, might be effective, but these must not become politicised – a difficult task.

Teachers in Nepal are working in very difficult situations. Regardless of the types of schools they are teaching in (government-funded, community owned and private), this research shows that teachers are experiencing chronically low morale. One positive note about the findings of the research is that teachers want to be enabled to teach more effectively. The majority of teachers are also keen to undertake further education and feel that they would be able do their jobs more effectively if they were better supported.

The MoES and many development agencies are currently involved in several education programmes. A large proportion of the total national budget (15 per cent) has been allocated to education after the government committed Nepal to achieving the Education For All goals[15]. However, these projects and policies have failed to address the issues this research has highlighted, which affect teacher motivation and ultimately the quality of education received by students. Some of the issues mentioned in this research need immediate action in order to improve teacher motivation, and deliver to the people of Nepal the high quality education that is their right. The increasing impact of the insurgency, the backlog of permanent positions, low salaries, the lack of job security, the feelings of powerlessness that teachers experience over their inability to create positive learning experiences for their students, and the lack of teacher involvement in decision-making are major issues that inevitably have a hugely detrimental effect on teacher motivation.

From the research, the following conclusions can be drawn:
- Teachers' motivation is low and their morale fragile.
- Teachers are working in very difficult situations because of the insurgency and remoteness.
- Teachers' performance is strongly influenced by teacher motivation.
- Teachers want to be enabled to deliver lessons well and participate in the process of curriculum development.
- Female teachers are more motivated than male teachers.
- Teachers lack professional support and they want their lessons to be supervised.
- Monitoring and evaluation of teachers' work has not been effectively implemented.
- Teachers feel excluded from the consultation processes that the government and donor agencies are using to develop education reforms.
- Teachers who play a key role in education reforms have not been considered as partners; rather they are seen just as implementers of education policies.
- There is a policy of placing at least one female teacher in every primary school and two female teachers in the schools where there are more than four teachers. However, the research has shown that this policy is not yet widely implemented.
- Policy-makers, donors and other education stakeholders are aware of the problem of poor teacher motivation and agree that most of the teachers' grievances (the backlog of filling permanent positions, limited professional support, lack of infrastructure for good working environments and the insurgency) need urgent attention.
- Teachers are expected to teach subjects for which they do not have the confidence or training they need to be able to teach them effectively. This was most prevalent with primary teachers who had no training in subjects they are required to teach – particularly English and maths – and little support or teaching materials to enable them to teach effectively. Teacher morale was often low as a result.
- Effective head teachers, cooperative SMCs and PTAs contribute to boosting teacher motivation. Some government schools illustrated that quality of education can be developed only if teachers are valued as a vital part of the school and enabled to take ownership of the implementation of reforms. The relationship between SMCs, head teachers and the community is a key factor affecting teacher motivation.

[15]Although it should be noted that this is 5 per cent short of the amount being spent by countries that have already achieved EFA.

- The roles of head teachers, SMCs and PTAs need to be clarified and teachers should be listened to when any decisions that affect them are being made. Teachers' representatives should be involved not only in the policy-making process but also in delivering teacher training and improving the quality of education.

Despite all the problems and issues, the researcher found teachers of Nepal to be extremely committed people with a strong desire to improve professionally. Some teachers were incredibly creative in delivering lessons with limited TLMs, and other teachers expressed their desire to be more involved in the process of developing, implementing, and monitoring and evaluating education policies. Policy-makers should respect this desire and take steps to establish effective mechanisms to ensure teachers and teachers' representatives are given the opportunity to voice their opinions about proposed reforms; to propose their own suggestions for reforms; to criticise reforms that are not working so well; as well as to communicate success stories and best practice to policy-makers. Teachers' voices should also be listened to in order to make them more accountable and responsible in their own work.

Good leadership, clear policies, the provision of hands-on training and follow-up support, the provision of professional career development opportunities, and financial security will all ultimately contribute towards better teacher motivation and, as a result, better performance leading to huge advances in the quality of education in Nepal. It is only through these motivated teachers that HMG/N can realise its vision of quality Education For All.

The following recommendations are suggested in light of the findings of the research.

1. Terms and conditions

- Within the necessary budget constraints, evaluate pay and other possible benefits in terms of adequacy, cost of living in different locations and incentives (both performance related and to attract teachers to rural areas). Include social security benefits for long-term teachers.
- Evaluate all temporary teachers over a one-year period to determine capability to teach effectively. Promote selected individuals to permanent positions and terminate the contracts of all others.
- Establish a recruitment policy based entirely on teachers' ability (including education and prior experience). School Management Committees (SMCs) and District Education Offices (DEOs) should provide checks and balances.

2. Human resource management

- Fill all vacant positions and supply teachers on the basis of the number of students in a school. Adjust allocations to schools every school term so that student–teacher ratios are reasonable in all schools.
- Involve teachers in developing policy and in school administration.
- Run special in-service training programmes to prepare unlicensed teachers for the necessary exams, and to better prepare teachers for the situations they experience in their classrooms. Provide for a steady upgrading of teacher skills, commensurate with teaching materials available.
- Introduce distance learning courses and offer study/certification opportunities for rural teachers.
- Train SMC members in their responsibilities and methods for carrying them out.
- Develop an effective appraisal system that includes in-class observation and objective monitoring and evaluation. Ensure appropriate feedback and suggestions to teachers on their performance.
- Provide career paths and professional development opportunities for teachers and management.
- Develop and implement a policy that provides for female teachers and teachers from disadvantaged communities and ensures that they receive appropriate support and opportunities.

3. Policy processes

- Parents, teachers, students and communities should be directly involved in education policy-making, implementation and evaluation as a responsibility as well as a right.
- Teachers' subject associations should be involved in developing the national curriculum and textbooks.
- SMCs should be trained in school budgeting, and be required to publish the school budget locally and hold stakeholder meetings to discuss the budget and how it is spent.
- New policies and decisions should be disseminated through different means of communication (school notice boards, newsletters, newspapers, radio, television and the internet). The communication system should be a two-way system with mechanisms to allow teachers, students and parents to give feedback on policy proposals and on implementation successes and problems.
- Strong coordination, communication and consultation between different line agencies such as the MoES, DOE, and the Ministry of Local Development should be developed to ensure policy coherence across all sectors.
- The political parties should work together to ensure that education policy is not changed every time the government changes.
- There must be an end to all violence and terror in schools: school buildings and premises should not be used for military purposes; training should be organised for teachers to enable them to maintain neutrality; and displaced teachers should be given support.

4. Environment and educational aids

- Develop effective delivery systems for textbooks and other supplementary materials by setting up regional networks for storage and distribution.
- Allocate a sufficient budget for infrastructure and teaching materials.
- Develop the curriculum on the basis of students' needs and involve teachers at all levels of the curriculum development process.
- Support teachers to use current technology and equipment such as computers and the internet.

5. Students

- Provide teachers with training and manuals to help them support students with special needs or who are dealing with traumatic situations.
- Provide incentives for teachers to organise extracurricular activities.

6. Teachers' voice and status

- Ensure adequate representation of teachers at all levels of the education system.
- Include teacher representation in planning, implementation and evaluation of education reforms.
- Enable teachers' unions to develop a deeper understanding of the delivery of quality education.
- Teachers' unions should: be more accountable to teachers for their professional development; lobby for teachers' participation; and extend their activities into rural areas.

7. International and national development agencies

From the review of policy papers and interviews with different stakeholders, it is clear that many international and national development agencies have considered education as a priority area to focus on in recent years. Many donor agencies have already put large amounts of resources into education. However, consultations and collaboration with or direct involvement of teachers have not been considered while developing such projects. Often these projects have not been successful in achieving their goals – perhaps for those very reasons. The following recommendations to donors and development agencies reflect the research findings:

• Involve teachers' representatives from the earliest stages of the development of projects and policies that directly or indirectly affect teachers and students.
• The extent to which teachers have participated in the formulation of national and regional education plans should be a key criterion for donors in judging their viability
• Education stakeholders should collaborate on programme development and implementation, and share resources and good practice.
• Programmes should be developed based on needs of teachers reflecting regional, geographical and social diversity.
• Donors should coordinate and back HMG/N's plans, not invent their own projects.

This report demonstrates that in Nepal, as in many other countries, teachers' motivation is low and their morale fragile – a situation influenced by many causal factors. Other research in this field has shown that unmotivated teachers are not as effective at providing a quality education as are motivated teachers. Listening to teachers gives education policy-makers and administrators insights into needs that should be addressed to raise teacher morale, and thereby improve the quality of education for students. Using the findings of this research, decision-makers at all levels in the education system should be enabled to target policy changes and programmes that can enhance the education experience for students, teachers and all other stakeholders.

VSO, as a development organisation, with its first-hand knowledge about the issues highlighted in the research, will use the findings in the implementation and development of its education programme. Taking this research as a base, VSO Nepal will work at different levels – engaging at the national level and supporting regional and local initiatives. VSO will work in partnership with the Ministry of Education and Sports, donor organisations and other key education stakeholders in our joint efforts to achieve Education For All in Nepal, particularly regarding the links between teacher motivation and quality education. VSO strongly believes that working cooperatively and collaboratively can bring positive change in teacher motivation and thus support improvements in quality education in Nepal.

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APPENDIX 1   QUESTIONNAIRE FOR VOLUNTEERS

1   Name:

Age: Gender: *male/female*

Academic qualification:

Previous relevant teaching/training experience:

Organisation:

Name of the organisation/office/school where you volunteer:

Address:

Tel no: Fax no:

PO Box:

Contact address:

Tel no: Email:

2   What's your role?

3   How long have you been in-country? (Number of months)

4   Would you consider the teachers that you work with to be motivated? Please explain.

5   How do you think they would consider themselves?

6   What do you think demotivates them? (Please try to list in order, if possible.)

7   What things do you think would help in the motivation of teachers? (Please try to list in order of priority, if possible.)

_____

_____

8   What do you think are the reasons for teachers' absenteeism? (Please try to list in order of priority, if possible.)

_____

_____

9   What do you think are reasons for teachers leaving the profession? (Please try to list in order of priority, if possible.)

_____

_____

10 Do you as a volunteer have any impact on the motivation of teachers? Please explain.

_____

_____

11 Is there any way VSO Nepal/volunteer-sending organisations have an influence on the motivation of teachers? Please try to list in order of priority, if possible. If so, how?

_____

_____

12 Any other comments?

_____

_____

Thank you very much for your valuable time.

APPENDIX 2   FOCUS GROUP DISCUSSION SUMMARY CHART

NAME OF SCHOOL

ADDRESS:	TELEPHONE:

EMAIL:	NATURE OF THE GROUP:	FEMALE:

WHAT MAKES YOU HAPPY AT SCHOOL?

WHAT MOTIVATES TEACHERS?

WHAT ARE THE CHARACTERISTICS OF A MOTIVATED TEACHER?

HOW DO YOU KNOW WHEN A TEACHER IS HAPPY?

GROUP 1 (FEMALE)	GROUP 2 (MALE)	GROUP 3 (FEMALE)	GROUP 4 (MALE)

LEVELS OF MOTIVATION: HIGHLY MOTIVATED FAIRLY MOTIVATED	SLIGHTLY MOTIVATED	VERY MOTIVATED

WHAT DEMOTIVATES TEACHERS?

WHAT MAKES YOU UNHAPPY IN YOUR WORK?

PERSONAL

CLASSROOM	SCHOOL	REGIONAL	CENTRAL MOE	COMMUNITY

APPENDIX 3   PROFILE OF FOCUS GROUP DISCUSSION PARTICIPANTS

Date

Name:

School's name:

Address:

Ward no:

VDC / Metro / Submetro / Municipality:
District:

Zone:

Phone:

Postal address:

Type of school: community / private / government

Gender: male / female

Academic qualification: SLC / 10+2 / BEd / BA / BSc / MEd / MA / MSc

Age:

What level are you appointed to teach?
Primary / Lower secondary / Secondary / Higher secondary

What level do you teach at?
Primary / Lower secondary / Secondary / Higher secondary

How many years have you been teaching for?
Years:

Months:

Have you had any pre-service and/or in-service training? Yes / No

If yes, what pre-service / in-service training have you received?

Pre-service:

In-service:

Name of the training:

Name of training institution:

Duration:

How many schools have you taught in?

What were your reasons for becoming a teacher?

Would you make the same choice again? Yes / No

What three things would help you to do your job better?
(Rank them 1, 2, 3, with 1 being the most important.)

1

2

3

What makes you happy as a teacher?

What makes you unhappy as a teacher?

What four things motivate you to work as a teacher in your school?

What demotivates you to work as a teacher in your school?

Where do you want to see yourself in five years time?

Have you ever had any kind of training on HIV and AIDS? Yes / No

If yes, what role can you play as a teacher to share your knowledge in order to raise awareness of HIV and AIDS in your area?

Have you ever worked with VSO volunteers? Yes / No

If yes, please mention when and with whom.

Do you have any suggestions for VSO Nepal?

Thank you very much for completing this profile.

APPENDIX 4 PARTICIPANTS OF FOCUS GROUP DISCUSSIONS

	Name	School
1	Siva Maya Dahal	Mahendradev Primary School
2	Bhagawati Subedi (Bhattrai)	Mahamaya Primary School, Godak VDC-3
3	Purna Sharma	Bhagawati Secondary School, Ilam-4, Golakharka
4	Manju Singh	Bhagawati Secondary School, Ilam-4, Golakharka
5	Dipak Kumar Sharma	Karphok Vidya H Secondary School, Panchakanya-4l
6	Kamala Siwakoti	Bhagawati Secondary School, Ilam-4, Golakharka
7	Durgadevi Bhattarai (Ghimire)	Karphok Vidya Mandir Higher Secondary School, Panchakanya VDC-7
8	Shova Shrestha	Bhagawati Secondary School, Ilam-4, Golakharka
9	Bina Pande	Phikkal Secondary School, llam
10	Shanti Khawas (Rai)	Dewarali Primary School, Sangrumba-5
11	Parbati Bhattarai	Devi Primary School, Barbote-1, Toribari
12	Rajendra Prasad Yadav	Bhagawati Secondary School, Ilam-4, Golakharka
13	Devi Raman Dhakal	Karphok Vidya Mandir Higher Secondary School, Panchakanya VDC-7
14	Mitra Bhandari	Bhagawati Secondary School, Ilam-4, Golakharka
15	Tara Devi Shrestha (Thakuri)	Devi Primary School, Barbote-1, Toribari
16	Uttara Bhattrai	Bhagawati Secondary School, Ilam-4, Golakharka
17	Sheela Lama	Mabin Pragati Primary School
18	Deepak Kumar Sharama	Bhagawati Secondary School, Ilam-4, Golakharka
19	Nirmala Khawas	Bau. Secondary School, Pashupatinagar VDC-8
20	Tula Ram Puri	Nabin Pragati School, Kudhara-2
21	Saroj Kumar Jha	Karphok Vidya Mandir Higher Secondary School, Panchakanya VDC-7
22	Khagendra Nath Gartaula	Karphok Vidya Mandir Higher Secondary School, Panchakanya VDC-7
23	Hari Prasad Dhakal Karphok Vidya	Mandir Higher Secondary School, Panchakanya VDC-7
24	Khadga Prasad Kharel	Bhagawati Secondary School, Ilam-4, Golakharka
25	Tika Ram Puri	Karphok Vidya Mandir Higher Secondary School, Panchakanya VDC-7
26	Dhan Raj Rai	Karphok Vidya Mandir Higher Secondary School, Panchakanya VDC-7
27	Kalpana Sapkota	Pokhari Primary School, Golakharak
28	Tek Bahadur Gurung	Anadu Primary School, Pumdibhumdi VDC
29	Jagat Bahadur Pahari	Anadu Primary School, Pumdibhumdi VDC
30	Bhim Maya Sharama	Anadu Primary School, Pumdibhumdi VDC
31	Deu Bahadur Gurung	Anadu Primary School, Pumdibhumdi VDC
32	Sudha Sahani	Juddha Secondary School, Guar, Rautahat
33	Pravin Kumar Thakur	Juddha Secondary School, Guar, Rautahat
34	Salama Nesa	Juddha Secondary School, Guar, Rautahat
35	Manoj Kumar Singh	Juddha Secondary School, Guar, Rautahat
36	Ganesh Prasad Yadav	Juddha Secondary School, Guar, Rautahat
37	Shankhar Thakur	Juddha Secondary School, Guar, Rautahat
38	Ram Dev Jha	Juddha Secondary School, Guar, Rautahat
39	Nirmala Chapagain	Nava Binayak Community Primary School
40	Anita Kumar Yadav	Durga Community Primary School, Mahamadpur
41	Radhika Sapakota	Janhit Community Primary School, Chandranigahapur
42	Raj Kumari Chaudhari	Jayarajpur Shamudayik School, Simarabhawani
43	Jashoda Koirala	Krishna Pranami Community Primary School, Dumriya-2
44	Kumud Sribastav	Sri Secondary School, Gaur-8
45	Shanta Ghimire	Sri Secondary School, Gaur-8

46	Rubly Lal Das	Sri Secondary School, Gaur-8
47	Ash Narayan Shah	Sri Secondary School, Gaur-8
48	Raj Development Ray Yadav	Sri Secondary School, Gaur-8
49	Ruplal Ram	Sri Secondary School, Gaur-8
50	Savitri Sharma	Sri Secondary School, Gaur-8
51	Shakti Nath Jha	Juddha Secondary School, Guar, Rautahat
53	Shova Pudasaini	Adhunik Rastriya Secondary School, Hetauda-4
54	Indira Pradhan (Gorkhali)	Adhunik Rastriya Secondary School, Hetauda-4
55	Nira Gorkhali	Adhunik Rastriya Secondary School, Hetauda-4
56	Suraj Kumar Chettry	Adhunik Rastriya Secondary School, Hetauda-4
57	Hari Prasad Sapakota	Adhunik Rastriya Secondary School, Hetauda-4
58	Sabita Parajuli	Adhunik Rastriya Secondary School, Hetauda-4
59	Shova Joshi	Adhunik Rastriya Secondary School, Hetauda-4
60	Mirdula Sharma(Dhakal)	Adhunik Rastriya Secondary School, Hetauda-4
61	Mohan Bikram Adhikari	Adhunik Rastriya Secondary School, Hetauda-4
62	Kalpana Iteni	Adhunik Rastriya Secondary School, Hetauda-4
63	Tapendra Prasad Bhatta	Baijanath Higher Secondary School, Mahendranagar
64	Harendra Raj Pandey	Baijanath Higher Secondary School
66	Pramananda Bhatta	Baijanath Higher Secondary School
67	Uma Joshi	Sunrise Secondary School
68	Kishan Chanda	Baijanath Higher Secondary School
69	Lal Mani Pandey	Baijanath Higher Secondary School
70	Dinesh Raj Bhatta	Baijanath Higher Secondary School
71	Gagan Giri	Baijanath Higher Secondary School
72	Shankar Datta Ojha	Baijanath Higher Secondary School
73	Hajari Datta Bhatta	Baijanath Higher Secondary School
74	Karan Singh Dhami	Bhuwaneshari Secondary School
75	Janardan Joshi	Baijanath Higher Secondary School
76	Birendra Singh Bohara	Mahakali Jansewa Lower Secondary School
77	Kumari Madhabi Bohara	Mahakali Jansewa Lower Secondary School
78	Hari Lal Bhatta	Mahakali Jansewa Lower Secondary School
79	Radhika Bhatta	Mahakali Jansewa Lower Secondary School
80	Bir Sing Bhandari	Mahakali Jansewa Lower Secondary School
81	Kaman Singh Khatri	Mahakali Jansewa Lower Secondary School
82	Kusum Mahat	Mahendranagar Lower Secondary School
83	Sashi Ojha	Baijanath Higher Secondary School

84	Padma Saud	Bhrikuti Seondary School
85	Balkumari Hamal	Janaki Kanya Secondary School
86	Malati Pant	Mahendranagar Lower Secondary School
87	Praveen Uniyal	Tops English Boarding School
88	Siboh Nirola	Tops English Boarding School
89	Shalikram Parajuli	Tops English Boarding School
90	Sundar Pradhan	Tops English Boarding School
91	Manoj Bhurtel	Tops English Boarding School
92	Bheshraj Sharma	Tops English Boarding School
93	Dhan Raj Budha	Sunrise Secondary Schoool, Mahendranagar
94	Chadani Joshi	Sunrise Secondary School
95	Rajendra Panta	Sunrise Secondary School, Mahendranagar
96	Vinaya Khadka	Gram Shiksha Sadan School, Kathmandu
97	Bidya Poudel	Gram Shiksha Sadan School, Kathmandu
98	Binod Chalise	Gram Shiksha Sadan School, Kathmandu
99	Dhana Khadka	Gram Shiksha Sadan School, Kathmandu
100	Hari Shrestha	Gram Shiksha Sadan School, Kathmandu
101	Puskal Neupane	Gram Shiksha Sadan School, Kathmandu
102	Prem Bahadur Shrestha	Gram Shiksha Sadan School, Kathmandu
103	Ashoda Sharma	Gram Shiksha Sadan School, Kathmandu
104	Navaraj Paudyal	Gram Shiksha Sadan School, Kathmandu
105	Laxmi Shrestha	Tal Barahi Secondary School, Kaski
106	Sarada Kumari Guruju	Tal Barahi Secondary School, Kaski
107	Prashu Ram Paharu	Tal Barahi Secondary School, Kaski
108	Raju Thapa	Tal Barahi Secondary School, Kaski
109	Laxman Gautam	Tal Barahi Secondary School, Kaski
110	Ramji Pahari	Tal Barahi Secondary School, Kaski
111	Prem Singh Saud	Ghatal Secondary School, Dadheldhura
112	Yogendra Nath Sharma	Karphok Vidya Mandir Higher Secondary School, Ilam
113	Shushila Khawas	Phikkal Secondary School, Ilam
114	Devi Prasad Ghimire	Bhagawati Secondary School, Ilam
115	Madabi Bohara	Bhaijanath Higher Secondary School, Kanchanpur
116	Hari Lal Bhatta	Bhaijanath Higher Secondary School, Kanchanpur

Name	Organisation	Designation
Devi Ghimire	Bhawani Secondary School	Head teacher
Yagya Niraula	District Education Office	Section officer
Purna Shrama	National Teachers' Association	President
Durga Bhattarai	Bhawani Secondary School	Teacher
Sarada Shrestha	SEDU, Ilam	Chief
Rani Keshari	Juddha Secondary School	Student
Keshav Gupta	Juddha Secondary School	Student
Priya Kumar Singh	Juddha Secondary School	Student
Tek Natha Paudel	Bal Sadan Community School	Chairperson, SMC
Kalu Bahadur Lama	Maistan Community School	Chairperson, SMC
Kesav Khakurel	Naba Binayak Community School	Member, SMC
Tej Prasad Pandey	Janajyoti Secondary School	Teacher
Hemanta Ray	Katahariya Lower Secondary School	Head teacher
Subanam Yadav	COPE School	Teacher
Prabha Danglo	Hetauda Campus	Student teacher
	Juddha Secondary School	Head teacher
Dipendre Shrestha	District Education Office	Trainer
Krishna Prasad Ghimire	District Education Office	School supervisor
Prem Raj Kharel	District Education Office	Asst DEO
Shanti Sharma	Hetauda Campus	Student
Kiran Pudashaini	Hetauda Campus	Student
Naina Singh Dhami	District Education Office	District Education Officer
Raghu Bir Chanda	District Education Office	Section officer
Haris Prasad Joshi	NNTA, Kanchanpur	President
Datta Ram Badu	NTA, Kanchanpur	General secretary
Arjun Nath Yogi	Baijanath Secondary School	Student
Durga Bhatta	Baijanath Secondary School	Student
Shyam Bhatta	Baijanath Secondary School	Student
Sapan Rawal	Baijanath Secondary School	Student
Reemaya Nepali	Nepal National Social Welfare Association	Education programme officer
Bal Raj Paudyal	District Education Office	District education officer
Bal Ram Baral	National Teachers' Association	President
Shanta Khadgi	UNICEF, Regional Office	Field officer
Dr Jai Raj Awasthi	Department of English Education, TU	Professor, former member of Education Commission
Dr Tirtha Kaniya	Department of English Education, TU	Professor, former director of BPEP
Dr Man Prasad Wagle	Department of Education, TU	Professor, member of Special Education Commission
Ms Nira Shakya	Department of Education, Sanothimi	Training officer
Janardan Nepal	Department of Education, Sanothimi	Director
Gyanendra Bahadur Ban	Regional Education Directorate	Training officer
Binod Dhakal	Regional Education Directorate	Training officer
Keshav Dahal	Regional Education Directorate	Section officer
Gajendra Lal Pradhan	Regional Education Directorate	Director

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