Teacher Recruitment Policy and Practices in Federal Nepal

(This study is a part of the first author’s doctoral dissertation)

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DOI: 10.29322/IJSRP.11.03.2021.p11114
http://dx.doi.org/10.29322/IJSRP.11.03.2021.p11114

Abstract- The ideas of research on teacher recruitment emerged with the diverse situation of teachers in community schools of Nepal. Also, federal shifted of governing system encouraged to conduct this research. Basically, the policy perspectives of teacher recruitment and its' execution are in top of the priority in this research. The government people at three levels, implementers, observers and experts were followed to grab their experiences and ideas about teacher recruitment. Focus Group Discussion (FGD), survey and interviews were major tools for data collection and also followed observations at different level. (Vlados, Chatzinikolaou et al. 2019)

This research concluded to empower and authorize teacher recruitment power to local government with provincial and federal supports. Also, practicable and transparent system of teacher recruitment is introduced.

Index Terms- Teacher – recruitment – framework – authority – power sharing

I. INTRODUCTION

The operational definition of teacher recruitment embraces teacher license, selection, job induction and recruitments. There are number of related issues with each of these components. Organization for Economic Cooperation and Development (OECD) report that recruiting able and competent teacher is a prioritized goal of each government in the world which is still not completed (Kis and Field 2009).

In regards Nepal, Thapa, Sam and Parajuli (2013) found power influence, nepotism and favoritism are the issues associated with teacher recruitment. These issues contributed to low quality education (Asian Development Bank [ADB], 2013).

Global knowledge about teacher recruitment

25 countries are following federal governing system (Moreno, 2010). Among 25 federal countries, Argentina, Switzerland, Brazil, Nigeria, Russia, India are few examples who are practicing three tiers governing system like Nepal (ibid). State is most powerful authority for teacher recruitment in these countries (ibid). Ramachandran, Béteille, Linden, Dey, Goyal, and Chatterjee (2018) explained that recruitment process is different among the states in India and state recruits basic and secondary teachers. District and Gram Panchayat hire temporary teachers for short period.

Table 1: Teacher recruitment practices in representative federal countries

<table>
<thead>
<tr>
<th>Components</th>
<th>Role clarification in representative countries</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
<td>Brazil</td>
</tr>
<tr>
<td>License</td>
<td>NA</td>
</tr>
<tr>
<td>Selection</td>
<td>State</td>
</tr>
<tr>
<td>Recruitment</td>
<td>State (P)</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Note: P = Permanent, T = Temporary, S = secondary and P = Primary

National context of teacher recruitment in Nepal

Juddha Samsher declared the first policy document "Istihar" of education in 1940 (Sharma, 2004, 2014). Both Wardha and Istihar were basic documents about school governance and teacher recruitment (ibid). Following table shows a summary;

Table 2: Teacher recruitment in different time frame in Nepal

<table>
<thead>
<tr>
<th>Time frame</th>
<th>Government form</th>
<th>Nature and situation of teacher recruitment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Before 1769</td>
<td>Before unification</td>
<td>Not explained, knowledge transfer traditionally</td>
</tr>
<tr>
<td>1769 – 1847</td>
<td>Shah period</td>
<td>Focused on religious and cultural trend</td>
</tr>
<tr>
<td>1847 – 1951</td>
<td>Rana period</td>
<td>Imported from other countries, preparation time</td>
</tr>
<tr>
<td>1951 – 1959</td>
<td>Democracy</td>
<td>Preparatory phase, recruited literate people</td>
</tr>
<tr>
<td>1959</td>
<td>Moderated</td>
<td>Easy entry to teacher, by central</td>
</tr>
</tbody>
</table>

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The beautiful provisions are not being effective in some cases. Informants shared some key issues that there are many power centers to recruit a single teacher in a school.

**Influenced selection and recruitment for ever**

Selection and recruitment are most important, also mostly influenced by authority (MoE, 2017). Authority wants to employ their party cadre and relatives. Teacher shared; "....there were three candidates in this post, the initial advertisement of 15 days postponed and later someone came to

**The field images of recruitment in Nepal**

**.... Every political party's teachers are here. So I cannot command them all accordingly.**

Head teacher respondent

ways of teacher selection with focusing on process and awareness for future consequences.

Respondents shared that there are unsolvable issues in the teacher recruitment process like; nepotism, favoritism and bargains. Gentilucci and Brescia (2017), suggested the better...
me, ....... I agreed to leave six months' salary. Then I was selected in second advertisement (KII teacher)."

**Blanket Vs Bracket approach of teacher recruitment**

Blanket Vs Bracket approach is one of the issue at present. Local diversities are ignored by the blanket approach (MoE, 1972). There is also “Bracket” problem in both program and region base. The right use of bracketing may help to increase the result and reduces in opposite cases (Prausa, 2017).

**Shared role of three tiers government is preferred**

Research finding preferred the shared role and coordination between three tiers.

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**Table 4: Stakeholders' perspectives**

<table>
<thead>
<tr>
<th>Components</th>
<th>Stakeholders’ perspectives towards teacher recruitment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>MoEST</td>
</tr>
<tr>
<td>License</td>
<td>TSC</td>
</tr>
<tr>
<td>Selection (P)</td>
<td>TSC</td>
</tr>
<tr>
<td>Selection (T)</td>
<td>Local</td>
</tr>
<tr>
<td>Recruitment</td>
<td>Province</td>
</tr>
</tbody>
</table>

Source: Self illustration

**Respondents’ verdict towards the recruitment authority**

More weightage to local level as explained in constitution (2015), appendices (8).

**Table 5: Role of different authorities**

<table>
<thead>
<tr>
<th>Components</th>
<th>Implementing authority</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Local gov.</td>
</tr>
<tr>
<td>National standards setting</td>
<td></td>
</tr>
<tr>
<td>License and license renew</td>
<td></td>
</tr>
<tr>
<td>Selection (permanent)</td>
<td></td>
</tr>
<tr>
<td>Selection (contract)</td>
<td></td>
</tr>
<tr>
<td>Job induction</td>
<td></td>
</tr>
<tr>
<td>Recruitment</td>
<td></td>
</tr>
</tbody>
</table>

**Discussion of research findings**

This part covers the discussion of all research findings. Discussion focuses on the constitutional provision, education policy, act and international practices as possible.

**Teaching License: The practice and impact**

Research findings say that license program is a prestige, proud and identity of teaching profession. One of the respondent shared: ".....license is important, it must be regular and more practical during selection process (KII, teacher)."

Clotfelter et. al. (2007) and Goldhaber (2007) explain that the relationship between teacher license result and students' average achievement is positive.

**Teacher Selection**

Research findings are positive towards the selection process by the TSC. But there are suggestions about subject wise tests and testing of practical skills because some selected figures were unable to perform in the classroom (KII). Adiguzel (2013) cites that teacher selection is different according to the country, rule, economy and society but the minimum requirements are similar. She focuses on three important steps like; written tests, interviews and practical observation (Hobson et al., 2010).

**Job Induction: A turning point to the profession**

Research concluded, job induction is not implemented but it is important for preparing motivated teachers. They compare with other civil service holders and claimed at least a month long training on it. Respondents added that the selected candidates are not familiar with the teacher's daily cycle even. Wallace (2014) explained that job induction plays important role to introduce post and organization properly to staff (www.researchgate.net/publication/228196502). So, clarity on responsibilities, benefits and clear picture of organization accelerates the employees' working capacity (ibid).
Conclusions of research
This part explains the conclusions and possible implication of the research which may be useful for the policy makers, implementers and future researchers.

Rational of authority sharing among three tiers of government requires first priority
In this regards, local government is most important to meet the federal sprit of the constitution. Here, the local government is responsible for job induction for teachers, recruitment and budget allocation. The province government preferred as a teacher professional development and monitoring role rather than executive role. Finally, the federal government is required as an ultimate power authority for developing national standards, teacher license and selection process and budgetary support.

It means there is no probability of overlaps and gaps to fulfill the teacher recruitment cycle so that each government are able to perform their role.

Figure 1: Role specify of three tiers government

Holistic framework is effective
Research concludes that the federal framework of teacher recruitment must be holistic addressing both active and silent components of teacher management.

Implications of Research Findings
The following implications may be possible in the future.

Table 6: Implications based on the components

<table>
<thead>
<tr>
<th>#</th>
<th>Components</th>
<th>Implications</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>License</td>
<td>Teaching license is guided by subjects and theory more. Testing of practical and behavioral skills of candidate are equally important.</td>
</tr>
<tr>
<td>2</td>
<td>Selection</td>
<td>A regular, annual, subject wise and practical base selection promotes the quality. Functional relationship between three tiers of governments and TSC helps for selecting better teachers. Local authority selects temporary teachers for one year only. No options of extension.</td>
</tr>
<tr>
<td>3</td>
<td>Recruitment</td>
<td>Local need, teacher subject and competency lead the recruitment and the local authority is responsible to recruit teachers but there is another level mechanism to control the power influences.</td>
</tr>
</tbody>
</table>
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