



# शिक्षक शिक्षा Teacher Education



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NATIONAL CENTRE FOR EDUCATIONAL DEVELOPMENT  
Sanothimi, Bhaktapur

2061

शिक्षक शिक्षा

Teacher Education

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अर्जुनबहादुर भण्डारी

बुनु श्रेष्ठ

सूर्यप्रसाद गौतम

दीपक शर्मा

प्रमोदकुमार शाह

तुलसीप्रसाद थपलिया

यादवचन्द्र निरौला

श्री ५ को सरकार

शिक्षा तथा खेलकुद मन्त्रालय

शैक्षिक जनशक्ति विकास केन्द्र

सानोठिमी, भक्तपुर ।

प्रकाशक

श्री ५ को सरकार  
शिक्षा तथा खेलकुद मन्त्रालय  
शैक्षिक जनशक्ति विकास केन्द्र  
सानोठिमी, भक्तपुर ।

प्रकाशन वर्ष : २०६१ साल

५१२०८

यस वनिकामा प्रकाशित लेखरचनामा अभिव्यक्त विचार लेखकहरूका आफ्नै हुन् । प्रकाशित लेखहरूले  
संस्थागत प्रतिनिधित्व गर्दैनन् ।

आवरण पृष्ठ डिजाइन  
सुमन बज्राचार्य

कम्प्युटर विन्यास  
यादवचन्द्र निरौला

मुद्रक :





श्री ५ को सरकार

मा. विमलेन्द्र निधि

शिक्षा तथा खेलकूद मन्त्री

निजी सचिवालय



फोन नं. ४४९९४९९  
४४९४६९०

मिति: २०६९।०३।११



शुभ - कामना ॥

शैक्षिक व्यवस्थापक एवं शिक्षकहरूको पेशागत दक्षताको अभिवृद्धिका लागि शिक्षा तथा खेलकूद मन्त्रालय अन्तरगत शैक्षिक जनशक्ति विकास केन्द्रले शिक्षा संग सम्बद्ध लेखहरूको संगालो "शिक्षक शिक्षा" पत्रिकाको दोस्रो अङ्क प्रकाशन गर्न लागेको खबरले मलाई खुसी लागेको छ ।

शिक्षा क्षेत्रमा सर्वत्र सुधारको खांचो महशुस भइरहेको परिप्रेक्ष्यमा शिक्षकहरूको पेशागत दक्षता अभिवृद्धि गरी शिक्षण सिकाइ क्रियाकलापलाई प्रभावकारी बनाउनुका साथै शैक्षिक व्यवस्थापकहरूको व्यवस्थापकीय शैलीमा सुधार ल्याइ अधिकतम शैक्षिक उपलब्धि हासिल गर्नका लागि शैक्षिक क्षेत्रमा संलग्न समस्त व्यक्तित्वहरू प्रयासरत रहनु आजको खांचो हो । अतः शिक्षा क्षेत्रमा संलग्न व्यवस्थापक एवं शिक्षकहरूको पेशागत दक्षता अभिवृद्धि गर्नका लागि तालिम मात्रै प्रयाप्त नभई समय सापेक्ष देखिएका नवीनतम खोज र प्रयोगका बारेमा स्वध्याय सामग्रीको रूपमा यस पत्रिकाले सहयोग पुर्याउने छ भन्ने अपेक्षा राखेको छु ।

अन्तःमा यस पत्रिकामा समावेश गरिएका लेख रचनाहरूले शैक्षिक क्षेत्रमा संलग्न सम्पूर्ण महानुभावहरूको लागि उपयोगी सिद्ध हुन सकोस् भन्ने हार्दिक शुभ कामना व्यक्त गर्दछु ।

विमलेन्द्र निधि  
मन्त्री  
शिक्षा तथा खेलकूद







श्री ५ को सरकार  
शिक्षा तथा स्वास्थ्य मन्त्रालय  
(..... शाखा)

फोन नं. { ४११७०४  
४१२०१३  
४१८७८३  
४१८७८४

पत्र संख्या:-  
चलानी नं.:-

श्री ५ को सरकार  
शिक्षा तथा स्वास्थ्य मन्त्रालय  
केशरमहल, काठमाडौं, नेपाल

केशरमहल,  
काठमाडौं, नेपाल ।

मिति: २०६९/३/१९.....

विषय:-

शुभकामना !

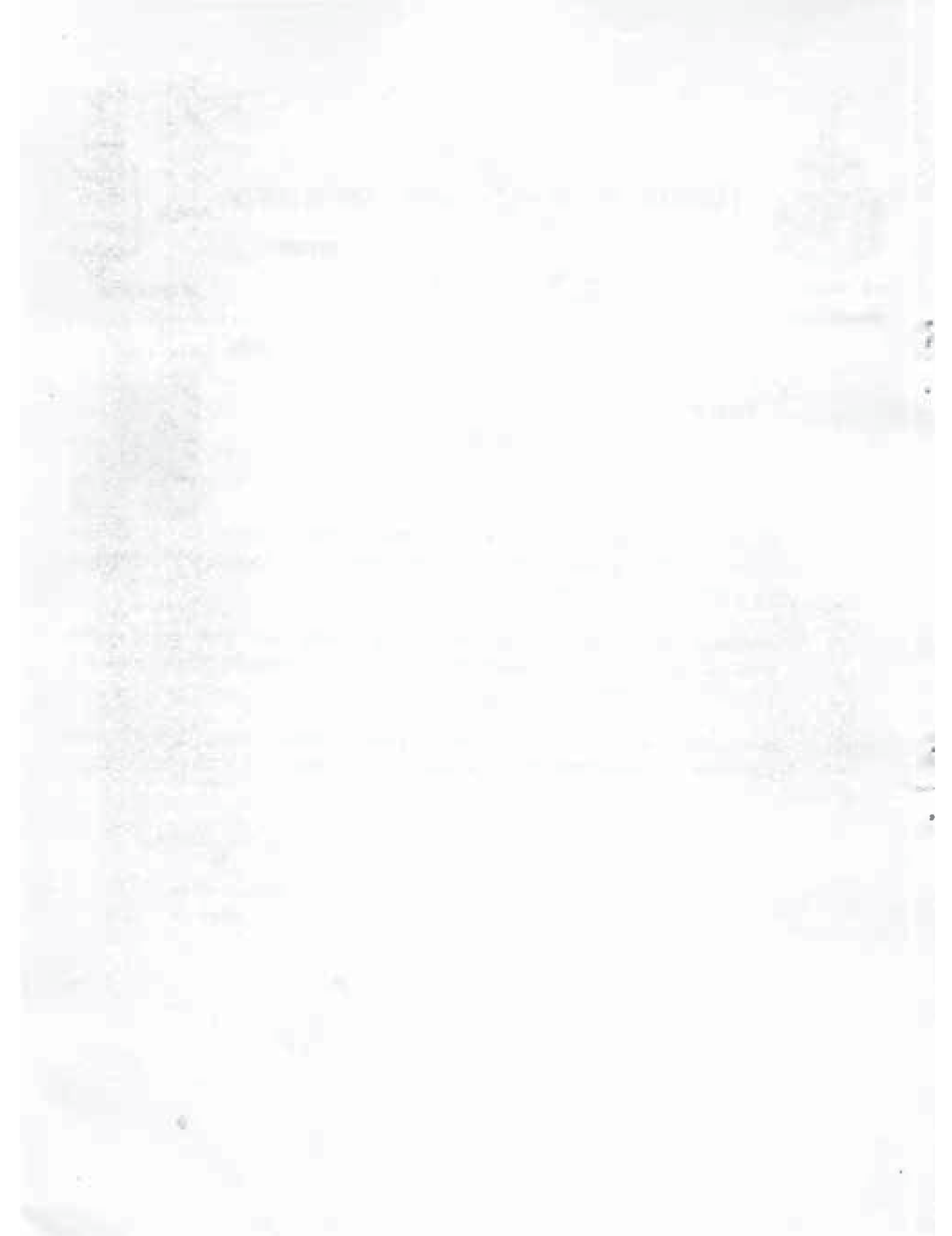


शैक्षिक प्रशासन, व्यवस्थापन एवं अनुसन्धानका विविध क्षेत्रहरूसँग सम्बन्धित लेख तथा रचनाहरु समावेश गरी शैक्षिक जनशक्ति विकास केन्द्रले "शिक्षक शिक्षा" नामक पत्रिकाको दोस्रो अङ्क प्रकाशन गर्न लागेकोमा मलाई खुशी लागेको छ ।

प्रकाशोन्मुख पत्रिकाले शैक्षिक व्यवस्थापनलाई नतिजामुखी बनाई शिक्षा क्षेत्रमा आईपर्ने समस्या समाधानमा सहयोग गर्न तथा शिक्षासँग सरोकार राख्ने सरोकारवालाहरुलाई बौद्धिक खुराक दिन सकोस् भन्ने कामना गर्दछु ।

यो पत्रिका प्रकाशनमा लागिपर्नु भएका सम्पूर्ण व्यक्तित्वहरुलाई हार्दिक धन्यवाद दिदै त्यस केन्द्रबाट प्रकाशन हुने यो पत्रिकाले नियमितता एवं स्तरीयता कायम गर्न सकोस् भन्ने शुभेच्छा व्यक्त गर्दछु ।

(विद्याधर मल्लिक)  
सचिव





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10-10-1918

Dear Sir,

I have the honor to acknowledge the receipt of your letter of the 10th inst.

and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.

I am, Sir, very respectfully,  
Yours faithfully,

J. H. [Signature]

[Name]

[Title]

[Address]

[City]

[State]

[Country]

[Post Office]

[Telephone]

[Telex]

[Cable]

[Radio]

[Aircraft]

[Automobile]

[Bicycle]

[Boat]

[Bus]

[Car]

[Cargo]

[Coach]

[Compass]

[Cup]

[Dagger]

[Dress]

[Drum]

[Dust]

[Eagle]

[Egg]

[Elephant]

[Engine]

[Eye]

[Falcon]

## शैक्षिक जनशक्ति विकास केन्द्र

शिक्षा तथा खेलकूद मन्त्रालय

श्री ५ को सरकार

रचनात्मक संज्ञाएँ प्राप्त हुईं हैं अने अने शिक्षा मंत्रालयों को।

अतः आगामी दिनमा पत्रिकाहरू अझ गृहस्थीय बनाई प्रकाशन गर्न पाठकवर्गबाट स्वस्थ एवं शैक्षिक आधार प्राप्त गर्नुपर्नेछ। पत्रिका प्रकाशन गर्न कममा कुनै कमी कमजोरी नहोला अने सकिन्छ। अन्यमा, पत्रिका प्रकाशनका लागि प्रत्यक्ष एवं परोक्ष रूपमा सहयोग पुर्याउनु हुने सहानुभावहरूले प्रति

निर्देशको छ।

प्रकाशनले लेखकहरू समस्त शैक्षिक क्षेत्रमा संलग्न सहानुभावहरूलाई उपयोगी हुनेछन् अने विषयमा शैक्षिक विषयवस्तुहरूलाई केही हदसम्म समेटिने गरी यो पत्रिका प्रकाशन गर्न उपयुक्त गरीएको छ। जानकारी प्राप्त गर्न नसक्ने वास्तविकतालाई मध्यनजर गरी शिक्षा क्षेत्रमा आए गरेको समसामयिक ठाउँमा उपयुक्त किसिमका सञ्चारका साधन सर्वसुलभ भईनसकेको परिप्रेक्ष्यमा सन्तुष्टिपूर्ण क्षेत्रको कार्यहरूलाई व्यवहारिक रूपमा प्रयोग गर्न सकिने भएको छ, तापनि शैक्षणिक विकटताका कारणले सबै परिवर्तन गर्न सकिन्छ। आज सञ्चारको माध्यमबाट कर्मचारी भै बसेर विषयमा आए गरेको अनुकरणीय प्रतिबद्धताको समय सापेक्ष जानकारी शैक्षिक व्यवस्थापक एवं शिक्षकले राख्न सक्नेमा मात्र कार्य शैलीमा विषयमा दिनान्दिन नवीनतम प्रतिबद्धताको विकास भइरहेको छ। शैक्षिक क्षेत्रमा भएको नवीनतम

छैन।

प्राथमिक शिक्षाक तालिम केन्द्र लगायत बैकल्पिक संस्थाहरूले प्रयासरत रहेको कुरा कसैका सामु छिपेको तालिमको माध्यमद्वारा समयसापेक्ष सीप र क्षमता प्रदान गर्न शैक्षिक जनशक्ति विकास केन्द्र, नौ वटा ठाउँबाट उक्त सीप र क्षमताको प्रयोग गर्न सक्नु पर्दछ। यसरी शैक्षिक व्यवस्थापक र शिक्षकहरूलाई यसका लागि शैक्षिक व्यवस्थापक एवं शिक्षकको विद्यमान सीप र क्षमतामा अझ अभिवृद्धि गरी समर्पित जनशक्ति उत्पादन गर्नका लागि शैक्षिक निकायमा संलग्न जनशक्तिलाई नै स्तरीय बनाउनु पर्दछ। जति समय, दक्ष, योग्य एवं सीपयुक्त हुन्छन्, त्यति नै गृहस्थीय जनशक्ति उत्पादन हुन्छ। गृहस्थीय गर्न सक्षम हुन्छन्। शैक्षिक संस्था स्वयंले गृहस्थीयता प्रदान गर्न नभई उक्त संस्थाका मानवीय श्रोत जतिवेला मात्र दक्ष जनशक्ति उत्पादन हुन सक्छ, जतिवेला शैक्षिक संस्थाहरूले गृहस्थीय शिक्षा प्रदान गर्नुको सर्वाङ्गीण विकासका लागि दक्ष जनशक्तिको आवश्यकता पर्दछ अने कुरा सर्वस्वीकार्य नै छ।

क्षेत्रको विकासका लागि कुल बजेटको करीव १५ प्रतिशत बजेट खर्च गर्नु आइरहेको छ।

संयमताको खाँचो अवश्य नै पर्दछ। यही मान्यतालाई आत्मसात गरी श्री ५ को सरकारले शैक्षिक मन्त्रालयको तालिमको प्रतिफल तुरुन्तै प्राप्त हुने नभई लामो समय पछि मात्र प्राप्त हुने हुँदा धैर्यता एवं निरन्तरतालाई उन्मूलन गरी गृहस्थीय शिक्षा प्रदान गर्न आजको आवश्यकता हो। शिक्षा क्षेत्रमा शक्ति, शिक्षा नै विकासको आधारशिला हो। मूल्यको सर्वाङ्गीण विकास गर्नका लागि विद्यमान

प्रकाशकीय



प्रकाशक

धर्म, परिवेश र अनुभवले संस्कृति बनाएको छ । एउटै समुदायमा अनेकौं संस्कृतिहरू छन् । श्रीवैष्णव वन्दा हरितालिका बत लिनुपर्दैन भन्ने संस्कृति । ईशान्द वन्दा टीका लगाउनु हुन्न भन्ने संस्कृति । भोट बोल्दैन भन्ने सपथ लिने पनि धान्टाक्यजले उपहार दिन्छ भन्न नछोड्ने संस्कृति । सबै सम्प्रदायको हुँदा पनि रातो टीका लगाउन नछोड्ने संस्कृति । लामिजक बुद्धमागी नबन्दा पनि बुद्धलाई पूजा गर्ने संस्कृति । अर्थात् दर्शन र संस्कृतिको विरोधाभास बुझ्ने र बुझाउने गालिम हासा शिक्षकहरूले पाएका छन् त ? किन हामी मानवतावादको कुरा गर्दा पनि जातीय छुवाछुत बाँछौं भन्ने थाहा पाउँछन् त ? किन लैलिक समताको वकालत गर्दा पनि लैलिक तथा अनुभव एवम् उमेरजन्य विभेद राख्छौं भन्ने कुरा थाहा पाउँछौं त ? किन कसैलाई हजुर भन्छौं भन्ने चिन्तन र मानवतावादबीचको भिन्न भिन्न

## सांस्कृतिक सन्दर्भ र शिक्षक गालिम

बुद्धमागीको शरीर उपयोगी बस्नु हो भन्ने छलफल । इस्लामको शरीर कर्बानयोग्य हो भनी थाहा पाउने छलफल । छलफल । हिन्दूको शरीर सन्दर हो भनी जान्ने छलफल । ईशान्दको शरीर पाप हो भनी थाहा पाउने छलफल । Zeal) हिन्दू र बौद्धमा छैन भनी थाहा पाउने छलफल । इस्लामको लडाइपन अरु धर्ममा छैन भनी बुझ्ने बुझाउने र बौद्धमागीको कैवल्य इस्लाम र ईशान्दमा छैन भनी थाहा पाउने छलफल । ईशान्दको लागिपन उत्साह (Missionary भन्दा पनि आफ्नो धार्मिक टुक्रो के मा बलियो रहेछ र के मा अरुसाँ सिक्नुपर्ने रहेछ भनी पहिल्याउने छलफल । हिन्दू कर्ममा मै विश्वेषणगतरक अन्तरिक्षमा गर्ने शैली । धर्महरूको भिन्नभिन्न भेदाउने छलफल । आफू ठूलो र सानो भन्नु विश्वेषण गर्ने सबै बोध शैली । विवाद विश्वेषणको शैली । मूल्य ठप्पाउने शैली । कर्मव्यय (सन् १९९०) ले भने भै शैली खोजेको छ । आ-आफ्ना टुक्रे धार्मिक विश्वासमा आधारित नपर्ने शैली । आफ्नै टुक्राको समालोचनात्मक जोडने विषयवस्तु खोजेको छ । शिक्षकले थाहा पाउनुपर्ने विषयवस्तु । पढाउने प्रमाण दिन सक्छ ? के अरु धर्मका शिक्षकहरूमा पनि यी प्रश्नहरू अर्जतिरित छन् ? यी प्रश्नहरूले धार्मिक टुक्रा व्यवहारसँग कहाँ भिन्छ भन्न सक्छ ? के उसले हिन्दू धर्म ठूलो भन्ने के अर्थमा भन्ने ऐलनात्मक उसले टुक्रे विद्यार्थी कुन दर्शनले परिचालित छ भन्न सक्छ ? के उसले आफ्नो विद्यार्थीको व्यवहार अरु धार्मिक धर्मको टुक्रो जोड्ने शिक्षक गालिम छ त ? के हिन्दू शिक्षकले पढदर्शन बुझेको छ त ? जीवन अध्ययन दर्शन । के विवाद । केन धर्म ठूलो भन्ने विवाद । यस अर्थमा हामी अपूर्ण अवयव हो । टुक्रे मानवतावादी । टुक्रे धर्मवादी ।

## धार्मिक सन्दर्भ र शिक्षक गालिम

डा. विद्यानाथ कोइराला\*

नेपालको सामाजिक एवम् सांस्कृतिक सन्दर्भ सहित शिक्षक गालिम



सक्छौ त ? के हाम्रो शिक्षक तालिमले यी र यस्ता प्रश्नहरूको उत्तर दिन सक्छ त ? पहाडले किन टोपी लगाए, मधेसीले किन टाउको खुला राखे भन्न सक्छ त ? मधेसी पुरुषले किन गम्छा काँधमा हाले, किन पहाडले त्यसो गरेनन् भनी खुट्याउन सक्छ त ? किन पहाडले निहुरियर डोको बोके र किन मधेसीले ठडिएर टाउको मै बोझा बोके भन्न सक्छ त ? किन हिमातीले उभिएरै दिसा गरे भनी बताउन सक्छ त ? आफू र अरुले गरेका कामको अनुसन्धानात्मक तरिकाले गुत्थी फुकाउन सक्छ त ? (विष्ट २०६०)

संस्कृतिमा संवेग (emotion) र विवेक (rationale) दुवै हुन्छ । पहिलोले संस्कृतिक भक्त बनाउँछ । अन्धानुरागी । दोस्रोले निरश तार्किक बनाउँछ । वितरागी । दुवै अतिवादी हुन् भन्ने कुरो हाम्रो शिक्षक तालिमले सिकाउँछ त ? कति संवेग र कति विवेक भनी हाम्रो शिक्षक तालिमले खुट्याउँछ त ? संस्कृतिमा भएको अर्थ बुझाउँछ त ? सन्दर्भ सहितको अर्थ । सन्दर्भ रहितको अर्थ । अर्थात् इस्लाम धर्मावलम्बी पुरुषले चारवटा विहा गर्ने सन्दर्भको अर्थ चार विहे थोरै हो भन्ने अर्थ । चार विहे धेरै हो भन्ने अर्थ । हुम्ली लामा महिलाको बहुपति स्वीकार्ने अर्थ । बहुपतिले एउटै पत्नी स्वीकार्ने अर्थ । अनुसन्धानको शब्दावलीमा आत्मपरक दृष्टिकोण (ethic perspective) ले बनेको अर्थ । परपुरक दृष्टिकोण (epic perspective) ले आर्जेको अर्थ । सन्दर्भले बनाएको अर्थ । सन्दर्भ फेरिदा पनि व्यवहार नफेरिने अर्थ । कार्लमार्थनको शब्दमा समालोचनात्मक अर्थ । हेगेलको शब्दमा दार्शनिक अर्थ । पियरे बोडर्यूको शब्दमा प्रायोगिक सिद्धान्त बन्ने अर्थ (Logic of practice) ।

## आर्थिक सन्दर्भ र शिक्षक तालिम

अर्थ शास्त्रीय चिन्तनले भन्छ - देश धेरै चिरामा बाँडिएको छ । रोष्टोको चिन्तनमा विकसित र अविकसित नेपाल छ । नेवार र मारवाडीको विकसित नेपाल । चेपाङ र मुसहरको अविकसित नेपाल । मार्क्सवादी चिन्तनले भन्छ - सामन्त र शोषितको नेपाल छुट्टिएको छ । बाहुन र क्षेत्रीको जातीवादी सामन्ती नेपाल । दलितहरूको जातीवादी शोषितको नेपाल । परनिर्भरता (dependency) सिद्धान्तले भन्छ - नेपालका सबै ठाउँमा आर्थिक टुक्रा छ । शोषक सहर । शोषित काँठ । शोषक काँठ । शोषित पहाड । देहात । यस अर्थमा हाम्रो वस्तीमै रोष्टोको चिन्तन भेटिन्छ । मार्क्सको विश्लेषण भेटिन्छ । परनिर्भरता सिद्धान्तका सिद्धान्तकारहरूको विचार भेटिन्छ । यस अर्थमा विपन्न नेपाल छ (३८%) मध्यम नेपाल छ (५२%) नेपाल छ । सम्पन्न नेपाल छ (१०%) । प्रत्येक खाले आर्थिक नेपालको आ-आफ्नै दृष्टिकोण छ । भाग्यवादी । समर्पणवादी । आशावादी । कर्मवादी । लुटवादी । यी सबै “वादीहरू” हाम्रा विद्यालयमा छन् । शिक्षकको रूपमा । विद्यार्थीको रूपमा । कर्मचारीको रूपमा ।

के माथि उल्लेखित आर्थिक सन्दर्भसँग हाम्रो शिक्षक तालिमको नाता छ त ? दृष्टिकोण नै किन बन्छ भन्ने विषयगत तालिम । भिन्न दृष्टिकोणवातावरणलाई परिचालन गर्ने तालिम । दृष्टिकोणहरू बीच मिलनविन्दु खोज्ने तालिम । यो दृष्टिकोणबाट हेरेर बोले जस्तो छ भनी पहिल्याउने तालिम । ओइसरे (सन् १९८६) ले भने भै व्यक्तिगत ढंगले सघाउने तालिम । चक्रिय ढंगले सघाउने तालिम । छनौट प्रक्रियाले सघाउने तालिम । (Individualized, circus and selective approach to teaching) । अर्थात् जो जस्तो आर्थिक हैसियतको छ त्यहीबाट उठाउने तालिम । भूमीहीन मुसहरलाई श्रमबाट आर्जन गर्न सिकाउने तालिम । कोइरीका सन्तानलाई कृषिजन्य आय लिन सिकाउने तालिम । दलितलाई घरेलु उद्योगबाट जीवनवृत्ति चालाउन सघाउने तालिम ।



## राजनीतिक सन्दर्भ र शिक्षक तालिम

दुर्भाग्यवस राजनीति साक्षा संस्कार बन्यो । दलिय राजनीति । दलीय शिक्षक । दलीय प्राज्ञ । दलीय प्रशासक । दलीय विशेषज्ञ । दलीय राजनीतिज्ञ बन्नाले न्यूनतम सहमतिको शिक्षा बनाएनौ । सहमतिको उद्देश्य । सहमतिकै पाठ्यक्रम । सहमतिको परीक्षा प्रणाली । सहमतिकै पठन-पाठन शैली । सहमतिकै उपलब्धीसूचक । परिणामतः प्राज्ञहरू बाँढियो । प्रशासक बाँढियो । विशेषज्ञ बाँढियो । यो बाँडाइले हामी शक्तिहीन भयौ । राजनीतिक दलका गोटी भयौ । अडानहीन बजार भयौ । हाम्रो छवि त्यसरी नै बाँडियो । त्यसैले सरकार चलाउने दलसँगै हाम्रो गतिशीलता (dynamism) वदलियो । शिक्षक नियुक्तिको । सरुवाको । वढुवाको । खोसुवाको । योजनाको (कोइराला र आचार्य, २०६०)

राजनीतिले हामीलाई अर्को संस्कार दियो । शिक्षा हेर्ने संस्कार । साम्यवादी बन्दा वर्जुवा शिक्षा देख्ने । संसदवादी बन्दा शिक्षालाई भलाइको कुञ्जी ठान्ने । वर्जुवा शिक्षाको के ठीक, भलाई शिक्षाको के ठीक, रूपान्तरवादी (Transformative) शिक्षाको के ठीक भन्न नजान्ने । यो भिन्नताले हामीलाई शिक्षाको स्वरूप खिचन दिएन । साम्यवादी चिन्तनबाट नेपाललाई काम लाग्ने स्वरूप । वर्जुवादी चिन्तनबाट देशलाई उपयोगी हुने स्वरूप । रूपान्तरणवादी चिन्तनबाट प्रायोगिक स्वरूप । यस्ता स्वरूपहरू चिनाउने शिक्षक तालिम छ त ? विभिन्न स्वरूप मिलाउने शिक्षक तालिम छ त ? आ-आफू आवद्ध भएको राजनीतिक दलको शैक्षिक उद्देश्य थाहा छ त ? पढाउने विधिको जानकारी छ त ? परीक्षा प्रणालीको ज्ञान छ त ? ज्ञान भए पनि लागु गर्ने सीप छ त ? डे र साथीहरू (सन् १९९८) को शब्दमा दलीय संस्कारका शिक्षक सँग आ-आफ्ना पाँचवटा पेशागत सीपहरू छन् त ? व्यवस्थापकीय सीप । विवेकात्मक सीप (rationale skill) अभिप्रेरणात्मक सीप । व्यावसायिक सीप । सान्दर्भिक (Situational) सीप । यस अर्थमा हाम्रा शिक्षकहरूले आ-आफ्ना राजनैतिक सुभाव अनुसारका शैक्षिक र शैक्षणिक सीप पाए त ? ज्ञान पाए त ? चिन्तन पाए त ? एक अर्काको राजनीतिक सुभाव अनुसारको शैक्षिक सांच पहिल्याए त ?

## शैक्षिक सन्दर्भ र शिक्षक तालिम

पढ्नेहरूको जमात फेरियो । हिजो धनीले पढ्थे । आज गरीब पनि पढ्छन् । हिजो केटाहरू पढ्थे । आज केटीहरू पनि पढ्छन् । हिजो पानी चल्ने जातहरू पढ्थे । अहिले “अछुतहरू” पनि पढ्छन् । पढाउनेहरूमा पनि यही अवस्था छ । यथार्थमा भन्दा पढ्ने पढाउने जनसांख्यिकी वदलियो । संस्कारगत जनसांख्यिकी । आर्थिक जनसांख्यिकी । जातीय जनसांख्यिकी । लैंगिक जनसांख्यिकी । पेशागत जनसांख्यिकी । यो बदलावले सांस्कृति बहुल्यता भित्र्यायो । भाषिक अष्टेराहरू भित्र्यायो (रिमाल, २०६०) । पढाइको सान्दर्भिकता भित्र्यायो (श्रेष्ठ, २०६०) । अर्थात् प्रिण्ट (सन् १९९३, पत्र २०६०) को बुझाइमा धेरै थरिका लुप्त पाठ्यक्रमहरू (hidden curricula) भित्र्यायो । समाजको अंग भएर भित्र्यायो । विद्यालय सञ्चालक भएर भित्र्यायो । कक्षा कोठाको गतिविधिको रूपमा भित्र्यायो । अर्थात् विभिन्न पुस्ताका शैक्षिक क्षमता भएका अभिभावकहरूलाई भित्र्यायो । त्यही कोटीका शिक्षक भित्र्यायो । विद्यार्थी भित्र्यायो । तर के यो बहुलता मिलाउने शिक्षक तालिम दियो त ? भीगेत्स्कीको शब्दमा के विद्यार्थी र शिक्षकको “विकासको उच्चतम क्षेत्र” (zone of proximal development) चिन्यो त ? चिन्ने तरिका थाहा पायो त ? चिन्नुपर्ने कारण बुझ्यो त ? व्यक्तिगत मनोविज्ञान (Inter-psychology) बाट अन्तर व्यक्तिगत मनोविज्ञान (Inter-Psychology) बुझ्यो त ? यस्तो कुरा वुझ्नका लागि स्वचालित (self-regulatory) भयो त ? शिक्षक तालिमले यस्तो कुरा सिकायो त ?

अहिलेको शैक्षिक सन्दर्भमा दिक्कनेपन (balkanization) (Hargreaves & Macmillan, 1994) हावी छ । विद्यार्थीको नाममा दिक्कने । शिक्षकको नाममा दिक्कने । कर्मचारीको नाममा दिक्कने । यस्तो दिक्कने क्रममा पठन पाठन प्रक्रिया विथोलिएको छ । शैक्षिक पात्रो बेकामे भएको छ । पठन चाहनेहरू दिग्भ्रमित भएका छन् । पढाउन चाहनेहरू अल्मलिएका छन् । शिक्षकहरू “बजारे बतौर” भएका छन् । यो सन्दर्भ चिर्ने शिक्षक तालिम छ त ? इमेल र इन्टरनेटबाटै पढ्ने पढाउने प्रवन्ध बारे तालिममा चर्चा हुन्छ त ? हुलाकी ढंगले घरदैलो शिक्षा दिने शैली सिकाइन्छ त ? स्वाध्याय गर्ने परियोजनाबारे तालिम दिइन्छ त ?

## सामाजिक सन्दर्भ र शिक्षक तालिम

उहिले जातीय समाज थियो । अहिले वर्गीय, क्षेत्रीय, दलीय, पेशीय समाज बन्दैछ । अहिलेको राजनीतिक काटमारले सामाजिक जोडाइको लस्सा पनि टुटाएको छ । बन्दुकलाई बलवान ठानेको छ । यस अर्थमा अहिलेको सामाजिक सन्दर्भ बन्दुके हो । बन्दुके बोलीको । बन्दुके गोलीको । बन्दुके धर्नाको । बन्दुके दवावको । यसरी कलमी सन्दर्भ मरेको छ । माओको शब्दमा “बहु विचार जन्माउने” सन्दर्भ फेरिएको छ । बन्दुके विचार स्वीकार्ने परिवेश बनेको छ ? शंकाले हेर्ने दृष्टिकोण बनेको छ । यस अर्थमा विश्वासमा बनेको हिजोको समाज बदलिएको छ । बन्दुके शक्ति र पैसा शक्तिको सर्वत्र बोलबाता छ । यो बोलवालामा शिक्षकले के पढाउने ? कसरी पढाउने ? कहाँ पढाउने ? कहिले पढाउने ? किन पढाउने ? जस्ता प्रश्नहरूको उत्तर खोजेको छ । यो स्थितिमा हाम्रो शिक्षक तालिमले के उत्तर दिन्छ त ? लक्ष्मी प्रसाद देवकोटालाई के उत्तर दिन्छ ? पैसा सर्वस्व हो भन्ने उत्तर ? तिमी अबुझ ठहरियौ भन्ने उत्तर ? कलम निरीह हो भन्ने उत्तर ? कसरी सन्तुलन गर्छ त शिक्षकले ? कसरी पत्याउँछ विद्यार्थीले ? हिजोकै रट लगाउने शिक्षकलाई के भन्छ समाजले ? रुन्चे शिक्षक ? निरीह विद्यार्थी ? यस अर्थमा हाम्रो शिक्षक तालिमले संज्ञानात्मक (Piaget को संच अनुसारको) र विकासात्मक (Perry को संच अनुसारको) सोचबीच सन्तुलन (equilibrium) ल्याएको छ त ? लसन ( सन् १९९५) को भनाइ अनुसार सिकाइ चक्र (exploration, introduction र application) पहिर्‍याएको छ त ? चक्रमा आएको फेरवदल स्वीकारेको छ त ? तदनुसार पाठ्यक्रम, पाठ्यसामग्री र पठनपाठन शैली बदलेको छ त ?

हिजोको समाज केन्द्रीकरणमा अभ्यस्त थियो । मालिकमुखी । हाकिममुखी । लाग्नेमुखी । जातमुखी । जातीमुखी । अहिलेको प्रजातान्त्रिक राजनीतिक परिपाटी, सशक्तिकरण प्रक्रिया र विकेन्द्रीकृत अभिमुखीकरणले सामाजिक गतिशीलता बदलिएको छ । यो बदलिंदो गतिशीलता बैग्लै खाले शिक्षक तालिम खोजेको छ । लैंगिक सचेतना बढाउने खाले । जातीय सचेतना बढाउने खाले । शैक्षिक न्याय दिलाउने खाले । भाषिक न्याय दिलाउने खाने । बहुलतामा एकता सुनिश्चित गर्ने खाले । शिक्षार्थीको क्षमता अनुसार पढाउन प्रोत्साहित गर्ने खाले । तर के शिक्षक तालिम यस तर्फ उन्मुख छ त ? के उल्लेखित विषयवस्तुहरू सबै खाले शिक्षक तालिमका विषयवस्तु भएका छन् त ?

## विविध सन्दर्भमा शिक्षक तालिम

शिक्षकले के खोजे ? तालिमले के दियो ? कक्षा कोठाको सन्दर्भले कुन कुराको तालिम खोज्यो ? प्राज्ञिक र तालिम पाठ्यक्रम छुट्याउन नजान्ने (कोइराला र आचार्य, २०६०) हाम्रा पाठ्यक्रम विज्ञहरूले के खोजे ? यी प्रश्नहरूले शिक्षक तालिमको स्वरूप खिच्छ । शिक्षक तालिम कक्षा कोठामा गएन (NCED, 1996, 1998, 2000, शर्मा र वाग्ले, २०६० मा उल्लेखित, CERID, 2003) भन्ने कुराको प्रायोगिक कारण खोज्छ । विज्ञहरूले खोजेको कुरामा पनि प्रश्न उठाउँछ । जस्तो गुडसन (सन् १९९५) ले शिक्षक तालिमलाई वरिवार गरिने निर्णायक उपाय (repetitious prescriptive way out) माने । यो ठम्याइले शिक्षकलाई स्वैच्छिक उत्पादक (Self-interested producer) ठानेन ।



पाउलो फ्रेरेको अर्थमा विज्ञको धरौटी राख्ने भाँडो (depositee) मान्यो । कमिङ्स (२०६०) ले भनेभै तालिम नेतृत्व विकास र व्यावसायिक मित्रता (Collegiality) बृद्धि गर्ने प्रक्रिया हो भने मिडलहर्स्ट (सन् १९९३) ले वर्गीकरण गरेका नेतृत्वका सिद्धान्तहरूको परिवेश विर्सिइयो । अर्थात् लाक्षणित सिद्धान्त (trait theory) ले हेर्दा सबै शिक्षकलाई तालिम दिनु नपर्ने भयो । व्यावहारिक सिद्धान्त (behavioral theory) ले विश्लेषण गर्दा लगनशील शिक्षकलाई मात्र तालिम दिए पुग्यो । भैपरि सिद्धान्त (Contingency theory) ले हेर्दा परिवेशले खोजेको तालिम दिनुपर्ने भयो । हाम्रो तयारी प्याकेज फालिदिए भयो । शक्ति र प्रभावको सिद्धान्त (Power and influence) ले हेर्दा परिवर्तनमुखी शिक्षकलाई मात्र तालिम दिए भयो । गिङ्स (सन् १९८४) को शब्दमा हेर्दा तालिम नभएर जागीर जाला कि भनी डराएका असुरक्षित (Ontological Security) शिक्षकलाई तालिम दियौं भन्ने भूठै प्रमाणपत्र दिए पुग्यो । उनकै दुईतर्फी दृष्टिकोण (duality view) लाई हेर्दा निकाय/व्यक्ति (agency) र संरचना (Structure) दुवै थरिलाई तालिम दिए पुग्यो ।

शिक्षक तालिमको अर्को पक्ष पनि छ । कसलाई हेरेर तालिम दिने भन्ने पक्ष । शिक्षकको विषयवस्तु प्रतिको ज्ञान कि ? कक्षा कोठामा पठन पाठन गराउन उपयोग हुने सहज सीप (Facilitation skill) दिने कि ? गाल्टर र स्टोभोन (सन् १९८०) को वर्गीकरणमा मलाई नै ध्यान देओस् भन्ने सोच बोकेका विद्यार्थी (attention seeker) को समस्या समाधान गर्ने सीप दिने कि ? निरन्तर क्रियाशील हुने (intermittent worker), एकलकाटे (Solitary worker) र शान्त सहयोगी (Quite collaborator) का लागि उपयोगी हुने शिक्षण सीप दिने कि ? प्रिन्ट (सन् १९९८ : ८५) को पाठ्यक्रम सम्बन्धी अवधारणा अन्तर्गत हामी कहाँ छौं भनेर शिक्षक तालिम दिने कि ? प्राज्ञिक औचित्यपूर्ण (academic rationale) पाठ्यक्रमको लागि प्राज्ञिक तालिम । सृजनात्मक प्रक्रियागत (cognitive process) पाठ्यक्रम अन्तर्गतको व्यवहारिक तालिम । मानवतावादी पाठ्यक्रमको लागि संवेगात्मक तालिम । पुनर्निर्माणात्मक । सामाजिक पाठ्यक्रमका लागि सिर्जनात्मक तालिम । प्राविधिक पाठ्यक्रमका लागि सञ्चार प्रवर्धन तालिम । मिश्रित (elective) पाठ्यक्रमका लागि विषय बाहिरिने (Curriculum off) तालिम ।

माथिका अनुत्तरित प्रश्नहरूले तालिम पाठ्यक्रम बनाउनेहरूलाई पोलेको छ त ? तालिम दिनेहरूलाई पोलेको छ त ? तालिम लिनेहरूले आफूलाई कुन कोटीका हौं भनी मूल्याङ्कन गर्ने गरेका छन् त ? तालिम व्यवस्थापकहरूले के का लागि हामीले तालिम चलाएका हौं भनी छलफल गरेका छन् त ? यी प्रश्नहरूले शिक्षक तालिमको भावी स्वरूप निर्धारण गर्नुपर्ने हो कि ?

## अपेक्षित शिक्षक तालिम

तालिमको यान्त्रिक पक्ष (mechanical aspect) ले गुडसन (सन् १९९५) लाई सम्झाउँछ । वरिवार गर्नुपर्ने पेशागत चक्र (repetitious professional cycle) । यो चक्रमा शिक्षकको खाँचो उनीएको हुन्छ । शिक्षण कलामा के खाँचो छ भन्ने । परीक्षामा के खाँचो छ भन्ने । यो अवधारणाले शिक्षकलाई चाहिने सीप यी यी हुन् भन्ने सूची बन्छ । शिक्षाको अर्थशास्त्रीय शब्दमा आपूर्ति (supply) स्वरूपको सूची । यो स्वरूपको तालिमका पक्षधरहरूले मोड्यूलर प्याकेज बनाए हुन्छ र ? पढ्ने माँड्यूल । सुन्ने मोड्यूल । आदर्श शिक्षण भएको सुन्ने र हेर्ने माँड्यूल । सबै शिक्षकलाई ती मोड्यूलहरू दिए हुन्छ र ?

तालिमको मानवीय पक्षले शिक्षकलाई स्वैच्छिक उत्पादक (self -interested producer) बनाउँछ । उसलाई गुडसनले भने जस्तो वरिबारको “पशु-तालिम” चाहिन्छ । यसैगरी गर भन्ने तालिम । नगरे चाबुक लाग्ने तालिम । अर्थात् शिक्षकलाई स्वैच्छिक उत्पादक मान्ने हो भने “पशु तालिम” बन्द गर्नुपर्दछ । शिक्षकलाई यो चाहिएला भन्ने काल्पनिक



तालिम यो पक्षबाट हेर्दा हामीले प्रत्येक शिक्षकको अपेक्षित तालिम विवरण राख्नुपर्छ । त्यो विवरणलाई अद्यावधिक गर्नुपर्छ । सोही अद्यावधिक विवरण अनुसार तालिम दिने प्रवन्ध गर्नुपर्छ । गुत्थी फुकाउने तालिम (clue training) पेष्टालोजीको शब्दमा माछा मार्न सिकाउने तालिम ।

तालिमको ज्ञान पक्षले शिक्षकको प्राज्ञिक अध्ययन खोज्छ । विषयवस्तुको ज्ञान खोज्छ । यथार्थमा यो तालिम होइन । कोलम्बसका अन्ध भक्तहरूले अमेरिकी आदिवासीलाई इण्डियन भने जस्तो हो । हाम्रा परम्परावादी तालिमहरूले बनाएको सोच दिने संयन्त्र बनाउनुपर्दछ । शिक्षकलाई पृष्ठपोषण गर्ने संयन्त्र । विषयवस्तु सिकाउने स-साना पुस्तक बनाउनुपर्छ । यसो गर्दा शिक्षकलाई तालिममा ल्याएर विषयवस्तु पढाउने पुख्र्यौली बुद्धि बदलिन्छ । शिक्षककै नजिकको पसलमा यी पुस्तक पुस्तिका र लेख रचनाहरू पुर्‍याउने बुद्धि निस्कन्छ । कम्प्युटर हुनेकोमा “सुपर हाइवे” बुद्धि । नहुनेकामा पुस्तक, पुस्तिका र पाठ्य सामग्री पुर्‍याइदिने बुद्धि । पढ्न नचाहनेलाई क्यासेट सुनाउने बुद्धि । त्यति पनि धैर्य नहुनेलाई विषयगत छलफल गर्ने १ दिने कार्यशाला बुद्धि ।

तालिमको विश्लेषणात्मक पक्षले कक्षाकोठाको अन्तरक्रिया सुधार्न खोज्छ । कर्नव्हेथ (सन् १९९०) को चिन्तन खोज्छ । तालिमलाई शिक्षकको मान्यतासँग जोड्ने चिन्तन । शिक्षकको रुचीसँग जोड्ने चिन्तन । विद्यालयको प्रशासनिक क्षमतासँग जोड्ने चिन्तन । यस अर्थमा तालिमले कक्षाकोठाको शब्द चित्र ल्याउनुपर्छ । दृश्यचित्र ल्याउनुपर्छ । शब्द-दृश्यचित्र ल्याउनुपर्छ । तालिममा तिर्ने चित्र उपर छलफल गरिनुपर्छ । चित्र बदल्ने तरिका पहिल्याउनु पर्छ । कसले के गरि चित्र बदल्यो भनी बहस गर्नुपर्छ । थप के गर्न सकिन्छ भनी बुद्धि भिडाउनुपर्छ ।

तालिमको सिकाइ पक्षले लसन (सन् १९९५) सम्झाउँछ । उनको सिकाइ चक्र सम्झाउँछ । खोज (exploration) को चक्र । शाब्दिक परिचय (term introduction) को चक्र । व्यवहारमा उत्तार्ण चक्र (concept application) । तालिमको यो पक्षले शिक्षकलाई खोजकर्ता बनाउँछ । खोज सुनाउने व्यक्तित्व बनाउँछ । खोज परीक्षण गर्ने कार्यान्वयनकर्ता बनाउँछ । विस्तार गर्ने व्यक्तित्व बनाउँछ । यस अर्थमा हाम्रो तालिमको स्वरूप खोजमुखी हुन्छ । फलानो समस्या उपर कसले के गर्‍यो भन्ने खोज । के समाधान ल्यायो भन्ने खोज । थप के गर्नुपर्ला भन्ने प्रवर्तनात्मक खोज । यही खोजतर्फ हाम्रो शिक्षक तालिम अग्रसर हुनुपर्छ ।

तालिमको व्यवस्थापन पक्षले लाटोरे र साथीहरू (सन् १९९१) भण्डारी र विष्ट (२०६०) को शैक्षिक विकेन्द्रीकरण सम्झाउँछ । केन्द्र विन्दु (neuclearization) भै तालिम दिने व्यवस्था । परम्परागत शब्दावलीमा विद्यालयमै आधारित तालिम (School based training) । त्यहीको सन्दर्भ । त्यहीँको तालिम । त्यहीँलाई काम लाग्ने तालिम । यो परिवेशले तयारी प्याकेजको थाड्ने विचारलाई छुट्याइदिन्छ । तालिम दिने र लिने दुवैथरि मिलेर तत्स्थानमै (on the spot) प्याकेज बनाउने बुद्धि निकाल्छ । अन्तर्राष्ट्रिय स्तरका कार्यशालामा प्रयोग गरिने बुद्धि । यसरी शिक्षक तालिमको केन्द्रविन्दुमुखी व्यवस्थापनले अहिलेको “तयारी बुद्धि” भत्काइदिन्छ ।

विकेन्द्रीकृत व्यवस्थापनकै अर्को बुद्धिले तालिमलाई गाउँ/शहर विकास समितिको जिम्मामा दिन्छ । धुलिखेल र बनेपा नगरपालिकाले शिक्षकहरूलाई तालिम दिन गरेको प्रवन्धलाई मान्यता दिन्छ । यो मान्यताले हेर्दा तालिम संस्थाहरू स-साना ठेकेदारहरू (petty contractors) हुन् । जनप्रतिनिधिहरू तालिम निर्धारक मध्यस्तकर्ता हुन् । यस अर्थमा अहिलेको शैक्षिक जनशक्ति केन्द्रले शिक्षक तालिमको पाठ्यक्रम बनाउन पर्दैन । यो त केन्द्रीकृत मानसिकताको अवशेष मात्र हो । शिक्षा तथा खेलकुद मन्त्रालयले बुझेको विकेन्द्रीकरण अनुसार पनि विद्यालय स्रोत केन्द्रले तालिम पाठ्यक्रम बनाउने जिम्मा लिनुपर्छ । स्थानीय विकास मन्त्रालयले बुझेको विकेन्द्रीकरण अनुसार गा.वि.स./न.पा. ले यो काम गर्नुपर्छ ।

विकेन्द्रीकरणको तेस्रो पक्षले शिक्षक तालिमलाई क्षेत्रीय चासोको विषयवस्तु बनाउँछ । विकासे शब्दावलीमा पूर्वाञ्चलको तालिम । सुदुर पश्चिमाञ्चलको तालिम । भौगोलिक शब्दावलीमा तराइको तालिम । हिमाली तालिम । शिक्षा तथा खेलकुद मन्त्रालयको व्यवस्थापन अनुसार नौ वटै शिक्षक तालिम केन्द्रको आ-आफ्नै स्वरूपको तालिम ।

समिष्टमा हेर्दा शिक्षक तालिम सन्दर्भमुखी हुनुपर्छ । कक्षा कोठाको सन्दर्भमा शिक्षणकला र अन्तरक्रियालाई विषयवस्तु बनाउनुपर्छ । शिक्षकको चासो सम्बन्धमा मोडयूलर तर स्व-शिक्षण तालिम प्याकेजहरू बनाउनुपर्छ । छलफलका छोटो सत्रहरूको आयोजना गर्नुपर्छ । परिवेश बुझ्ने सन्दर्भमा शिक्षकलाई शोधमुखी र सामाजिक विश्लेषक बनाउनुपर्छ । बौद्धिक पाठ र तालिम पाठ छुट्याउनुपर्छ । विकेन्द्रित तालिम व्यवस्थापन गर्नुपर्छ । मूलतः तालिमलाई माग र आपूर्तिको दोहोरो विन्दुमा लानुपर्छ । पहिलो विन्दुको तालिम घेरा फराक्नु पर्छ । दोस्रो विन्दुको तालिमको पाठ घटाउनुपर्छ । मूलभूत रूपमा तालिमको प्राज्ञिक पक्ष विस्थापन गर्नुपर्छ । दिनै परे अर्को मोडको खोजी गर्नुपर्छ । मोडयूलर मोड । सुपर हाइवे मोड । खुला शिक्षणको मोड ।

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## वदलिंदो परिवेश र शिक्षक तालिम

डा. सुशन आचार्य \*

विचारहरू जसका आधारमा नीति तथा कार्यक्रम बन्छन् ती प्रायजसो तत्कालीन परिवेशमा आधारित हुन्छन् । परिवेश आर्थिक, सामाजिक, सांस्कृतिक एवं लैंगिक अवधारणा तथा परिपाटीले बनाउँछ । हाम्रो शिक्षक तालिम पनि कुनै निश्चित साँच एवं परिवेशबाट शुरु गरिएको थियो । यो लेखमा यिनै परिवेश तथा वदलिंदो परिस्थितिलाई ध्यानमा राखेर शिक्षक तालिमको विश्लेषण र सुधारका उपायहरू प्रस्तुत गरिएका छन् ।

### तालिमको परिवेश

वि.स. सन् १९४८ मा नै प्राथमिक शिक्षक तालिम शुरु भयो । ५ कक्षा पास गर्ने व्यक्तिलाई तालिम दिइयो । सन् १९५६ मा ८ कक्षा पास गरेकालाई एस.एल.सी पास गराइयो । नन् केडिट वि तहको तालिम दिने व्यवस्था शुरु गरियो । अर्थात् सन् १९४८ र १९५६ मा नै प्राथमिक तहमा पढाउने जन शक्तिको शैक्षिक योग्यता एस.एल.सी. पास भए पनि पुग्छ भन्ने अवधारणाको विकास भयो । सन् १९५६ मै अर्थात् वि.स. २०११/१२ मै माध्यमिक शिक्षकको शैक्षिक योग्यता वि.ए. पास तोकियो । शिक्षक तालिम जानकारी जनसंख्या न्यून भएकोले पाठ्यक्रम/पाठ्यपुस्तकको प्रयोग गरी विषयगत शिक्षण गर्न सक्ने शिक्षक उत्पादन गर्ने तर्फ केन्द्रित भयो । तदनुरूप शिक्षकहरूलाई सेवाकालीन तालिम दिने व्यवस्था मिलाइयो । त्यतिवेला शिक्षामा सीमित पहुँच थियो र समाजको वाह्य संसारसंगको संपर्क एकदमै कम थियो । त्यो अवस्थामा ज्ञान स्थानान्तरण गरेर सिकारहरूलाई बढी जानकारी बनाउनु देशको आवश्यकता थियो । यो अवस्थामा सीमित वा कम शैक्षिक योग्यता भएकालाई शिक्षक बनाउनु पर्ने बाध्यता नै थियो । तर यो अवस्था विस्तारै वदलिदै गयो । एकातिर शैक्षिक विकास/विस्तारसंगै पढेलेखेका व्यक्तिहरूको वृद्धि हुँदै गयो भने अर्कातिर विकासका कार्यक्रमहरूको आगमन र विज्ञान तथा प्रविधिको विकासले गर्दा सूचनाको प्रवाह बढ्यो । वाह्य संसारसंगको संपर्क बढ्यो । आवत जावत बढ्यो । फलस्वरूप तालिम प्रदान गर्ने विधिमा फरक आयो । पहिले प्रत्यक्षरूपमा मात्र तालिम दिइन्थ्यो भने विस्तारै दूरशिक्षाको अवधारणा ल्याइयो । शिक्षक तालिम शिक्षा सम्बन्धि जानकारी, विषयगत ज्ञान र शिक्षण विधि स्थानान्तरण गर्नेमै सीमित रह्यो । अर्थात् परिवेश बदलिँदा पनि शिक्षक तालिमको स्वरूप बदलिएन ।

सूचना, ज्ञान एवं सीप स्थानान्तर गर्ने मात्र उद्देश्य बोकेको विद्यालयीय शिक्षाको पाठ्यक्रम पनि जतिसक्दो विषयगत ज्ञान र सीप प्रदानगर्नमै सीमित रह्यो । तसर्थ सिक्ने सिकाउने प्रक्रियालाई पाठ्यक्रम/पाठ्यपुस्तकले समेटेका विषयवस्तु, सूचना तथा निर्धारित शिक्षण विधिको घेरा बाहिर जानु पर्ने आवश्यकता नै परेन । तर परिवेशसंगै विषयवस्तुको विविधता बढ्यो । कुनै पनि विषयवस्तुलाई निश्चित पाठ्यसामग्रीले मात्र समेट्न नसक्ने अवस्था आयो । तदनुरूप ज्ञान वा विषयवस्तुका स्रोतहरूको पनि विस्तार भयो । सूचना प्रविधि तथा खुला बजारको विस्तार संगै कम्प्युटर, पत्रपत्रिका, दूर संचारका माध्यम तथा किताबहरूमाथिको पहुँच पनि बढ्यो । शिक्षकमात्र ज्ञानका स्रोत रहेनन् । काम गर्ने ठाउँमा पनि निश्चित ज्ञान र सीप ओकल्ने भन्दा सिर्जनशील र दक्ष जनशक्तिको माँग बढ्न थाल्यो

\* उप-प्राध्यापक, शिक्षा संकाय, त्रि.वि.वि



। नयाँ नयाँ प्रविधिको विकास र प्रयोग गर्न सक्ने जनशक्तिको माँग बढ्यो । यसको असर पाठ्यक्रम र शिक्षण विधिमा पनि पर्नु अचम्म होइन । अर्थात् बदलिंदो परिवेशले भिन्नै खाले पाठ्यक्रम र सो कार्यान्वयन गर्न सक्ने भिन्नै खाले शिक्षकको माँग गर्‍यो । बदलिंदो परिवेशमा आवश्यक सूचना वा ज्ञान कसरी र कहाँ भेटिन्छ भन्ने कुरो सिकाउन सक्ने शिक्षकको आवश्यकता भयो । सिकंका सीप र ज्ञानलाई प्रयोग गरी नयाँ ज्ञान हासिल गर्न सिकाउने शिक्षक चाहियो । तर वर्तमान शिक्षक तालिमले यस्ता खाले शिक्षक उत्पादन गर्न कमै मात्र सक्‍यो । शिक्षकहरूलाई निश्चित तालिमको घेराबाहिर गएर व्यावसायिक सीपको अभिवृद्धि गर्ने अवसर दिइएन । तालिमदिने संस्थाहरूले सान्दर्भिक सूचना, स्रोत र पाठ्यसामाग्रीहरूमाथि शिक्षकहरूको पहुँच वढाउने उपाय नै सोचेनन् । परिणामतः केन्द्रले प्रकाशित गर्ने शिक्षक तालिम, पाठ्यक्रम, र महिला शिक्षा सम्बन्धि पत्रपत्रिकामाथि समेत उनीहरूको पहुँच छैन ।

## शैक्षिक जनसांख्यिकीया परिवर्तन

विद्यालयीय शिक्षाको शुरुवातका दिनहरूमा महिला शिक्षक थिएनन् तसर्थ महिला शिक्षकलाई चाहिने सुविधाकाबारे उल्लेख नै गरिएन । तर विस्तारै सो अवस्थामा परिवर्तन आयो । महिलाहरू पनि शिक्षण पेशामा प्रवेश गर्न थाले । उनीहरूलाई यो क्षेत्रमा ल्याउने प्रयास पनि गरियो । तर पुरुष शिक्षकको निमित्त तयार गरिएको विद्यालयको भौतिक वातावरणमा भने परिवर्तन गर्ने प्रयास गरिएन । यही उदाहरण पिछडिएका अन्य जनजाति र दलितबाट शिक्षण पेशामा प्रवेश गर्नेहरूको निमित्त पनि लागु हुन्छ । अर्थात् उच्च जातिबाट आएका शिक्षकहरूले सिर्जना विद्यालयीय वातावरण वा संस्कृति तल्लो जातिका शिक्षकलाई सहज नहुन सक्छ । शिक्षक तालिमले यस्तो देख्नमा सहज लाग्ने तर व्यक्ति विशेषलाई अप्ठेरो अनुभव हुने परिवेशलाई अबै आफ्नो चासोको विषय बनाउन सकेको छैन ।

आधुनिक शिक्षाको शुरुवातमा नेपाली विद्यालयमा आउने विद्यार्थी प्रायशः एकैखाले हुन्थे । ती विद्यार्थीहरू धेरैजसो कंटा र ब्राम्हण जातिका हुन्थे । तर सामाजिक एवं सांस्कृतिक अवधारणामा आएको परिवर्तनले विद्यार्थीको स्वरूपमा पनि बदलाव ल्यायो । विद्यालय शिक्षामा दलित, जनजातिका कंटाकेटी र कंटीहरूको पनि पहुँच बढ्यो । यो परिवेशमा विद्यालयको संस्कृतिमा पनि परिवर्तन ल्याउनु पर्ने भयो । विद्यालयको संस्कृतिमा परिवर्तन ल्याउन त्यहाँका शिक्षक र प्रशासकका व्यवहार एवं सोचमा परिवर्तन आउनुपर्छ । शिक्षकको व्यवहार वा सोच उसको शिक्षणविधि र कक्षाकोठा व्यवस्थापनमा प्रतिबिम्बित हुन्छ । तसर्थ यिनलाई छुट्याएर सुधार्न खोज्नु युक्तिसंगत हुँदैन । तर वर्तमान शिक्षक तालिमले जातीय र लैंगिक मुद्दाहरूलाई शिक्षक तालिमको मूलधारमा मिलाउन सकिरहेको छैन । अर्थात् विद्यार्थीको बदलिंदो जनसांख्यिकीबाट उब्जेका समस्या वा मुद्दाहरूबारे सोच्ने र विश्लेषण गर्ने विषयवस्तु शिक्षक तालिममा समावेश गरिएका छैनन् ।

## सोचको तहमा आएको परिवर्तन

आधुनिक शिक्षाको विस्तार संगसंगै पढाउने तरिका सम्बन्धि सोचमा परिवर्तन आयो । निर्देशनात्मक शिक्षण गर्नुपर्छ भन्ने अवधारणाबाट दिइने शिक्षक तालिमले विस्तारै सहजीकरण (facilitation) को सोच ल्याउन थाल्यो । तदनुरूप शिक्षक तालिम संचालन प्रकृयामा पनि परिवर्तन ल्याइयो । त्यस्तै शिक्षकलाई तालिम दिनुपर्छ भन्ने संकुचित घेरा तन्किएर शिक्षक शिक्षा वा शिक्षक विकास भन्ने अवधारणा आयो । तर शिक्षक विकासको विस्तृत सोच भित्र तालिम एउटा सानो माध्यम मात्र हो भन्ने कुरो अबै आत्मसात गरिएन । फलस्वरूप शिक्षक विकासलाई तालिमको पर्यावर्चीको रूपमा प्रयोग गरियो ।



संस्थाकृते र तालिम पाठ्यक्रम सुधार गरेर मात्र यो सम्भव छैन । यसका निम्ति शिक्षक हुन चाहिने शैक्षिक योग्यता बढाई परिवेशमा शिक्षक तालिमको उपादेयता कसरी बढाउने भन्ने एउटा ठूलै चुनौती हो । शिक्षक तालिम दिने

## परिवेश र तालिम भित्रको उपाय

ठाउँहरू प्रशस्त छन् ।

चासले पनि बदलिने परिवेशसंगसंगै शिक्षक तालिम नसकेको प्रार्थना प्रष्टयाउँछ । यद्यपि सुधार गर्न सकिने विभिन्न अध्ययनहरूले शिक्षक तालिमको उपादेयता र कक्षाकोठामा त्यसले ल्याएको नगत्त परिवर्तनबारे उदाएको परीक्षावीच तालिमले प्राप्त नसकनाले पनि केही हदसम्म शिक्षक तालिम परम्परामात शैलीसँगै बाँधिरहेको हो । अवधारणाको विकास संगसंगै शिक्षक तालिमलाई विकसित ल्याउन सकिने । हुनत शिक्षण विधि, पाठ्यक्रम र प्रार्थना शिक्षक तालिमले आत्मसात गर्न सकेन । समयमा अनुप्राप्त सामाजिक र लैंगिक समता र बहुलतावादी एउटै व्यवहार सबैका निम्ति सुहाउँदछ्यो भने अब विद्याथीमा विविधता आउन थालेपछि एउटा ढाँचाले काम गर्दैन भन्ने अवधारणालाई निरन्तरता दिन्छ भन्ने कुरोलाई गहिरो हेरिने । एकै खाले विद्याथीहरू एउटै विधि, एउटै शैली, र सिकाइने । तालिम दिने विधि र तालिम पुस्तिकाले नै पनि जातीय र लैंगिक असमानता, बिभेद र परम्परामात भन्ने कुरे बेवास्ता गरियो । शिक्षा आफै नै भेदभावपूर्ण संस्कृति बचाउने माध्यम पनि बन्न सक्छ भन्ने कुरो शिक्षकलाई विमर्शलाई सर्पित गर्दछ भन्ने तर्क कसै ध्यान दिइयो । तीनले केटाकेटीहरूलाई विद्यालय र शिक्षाप्रति विरोध गरेका बाक्ल, तिनले व्यक्त गर्ने भावहरूले कसरी पछिडिएका जान्छन्, दलित र केटीहरूप्रति असमान दृष्टिकोण र हेरियो । विद्यालयभित्र पसिँसकेपछि शिक्षण विधि, शिक्षकको बोलिवचन/व्यवहार र पाठ्यपुस्तकमा प्रयोग गरिएको अर्थले विभिन्न जातिका केटाकेटी र केटीहरूलाई विद्यालय शिक्षाको अवसर दिन पर्छ भन्ने सीमित सोचबाट मात्र माथि औत्प्रेक्ष्यका परिवर्तनहरूले उज्याएका मुँडाहरूलाई शिक्षक तालिमले पहुँचको दृष्टिबाट मात्र हेरिरहेको पाइन्छ ।

## परिवेशमा नसिकेको शिक्षक तालिम

वैकल्पिक विद्यालयको शिक्षणमा चाँही वढी नै परेको पाइन्छ । समयमा शिक्षण/सिकाई अभ्यासमा भने त्यति उन्नत सकेन । यद्यपि यी संस्थाहरूको प्रभाव अनौपचारिक शिक्षा, जस्तै भित्राउने पर्छ भन्ने सोच पनि आयो । तर सोचको स्तरमा आएको यी परिवर्तनहरू केही छिटफुट उदाहरणलाई छोडेर विद्यालयको विस्तार र विद्याथी जनसंख्याको परिवर्तनसँगै स्थानीय सांस्कृतिक र सामाजिक अवस्थालाई तालिममा विषयगत तहमा पनि प्रभाव पारेको हुन्छ भन्ने कुरोलाई पनि त्यति ध्यान दिइएको पाइदैन ।

भन्ने बारे कसै ध्यान दिइयो । लैंगिक तथा जातीय विशेषताहरूले शिक्षण सिकाइलाई समयमा त प्रभाव पार्छ नै मुँडाहरूले कसरी नकारात्मक वा सकारात्मक प्रभाव पार्छन् र ती प्रभावहरूलाई कसरी घटाउने वा सर्पित गर्ने ? आयो । तालिममा पनि त्यस्ता विषयवस्तुहरू समावेश गरियो । तर शिक्षण र सिकाई सन्दर्भमा ती अवधारणा वा जाति, लैंगिक तथा अन्य सामाजिक अवधारणा तथा मुँडाहरूबारे शिक्षकलाई जानकारी बनाउनुपर्छ भन्ने सोच पनि शिक्षणमा मानविय सोचको प्रयोग गर्न सकेन ।

तालिमले भित्रलाई सबै विषयहरूमा समाहित हुनेगरी (Cross cut) पढाउने क्षीप सिकाउने प्रयास भने गरेन । अर्थात् पाठ्यक्रममा नयाँ नयाँ विषयहरू थपिँदा । यी नयाँ विषयहरूलाई विषयगत शिक्षण अन्तर्गत पढाउन सिकाइयो । विषयमा आएको परिवर्तन र नेपालकै सामाजिक, आर्थिक, स्वास्थ्य तथा वातावरणीय परिवर्तनलाई समेट्ने गरी



तबहरे तल उल्लेख गारिएका छन ।

हिनुर्य । ती तबहरेले शिक्षकको ज्ञान र सीप अभिवृद्धि गराउने कलादेखि प्रविधि सम्मलाई समेटेछन । त्यस्ता समन्वय र सहकार्यको माध्यमबाट शिक्षण-सिकाई प्रभावकारी बनाउन केही आधारभूत तबहरेमा विशेष ध्यान

सम्वयको मन जित्न त सकल भयो नै समुदायमा विद्यमान प्रतिभाहरूको पनि सही र उच्चतम प्रयोग भयो ।

गठन गर्ने । यो समुहमा हरेक विद्यार्थीलाई निश्चित सिकाई सम्बन्धि जिम्मेवारी दिइयो । फलस्वरूप विद्यालयले का बारे कति ज्ञान छ र अब के सिक्ने लक्ष्य राख्छ ? भन्नेबाट शिक्षण शुरु गर्ने र दोश्रो विद्यार्थीहरूको सहकारी समुह सदस्यहरूको सरसल्लाह र सहयोगमा दुई मुख्य बाटाहरू अपनायो । पहिलो, विद्यार्थीले के जानेका छ ? अथवा उसंग के समन्वयले कसरी सान्दर्भिक शिक्षा दिन सकिन्छ, भन्ने देखायो । एताको निम्न माध्यमिक विद्यालयले समुदायका अनुशासनहीन मानिएका स्थानीय विद्यालयका विद्यार्थी मिलेर वनको यो समुदायले कक्षाकोठा, समुदाय र विद्यालयबीचको बाहुल्यता, कृषिमा आएको ह्रासका कारण थोरै पैसा आउने काम खोज्दै अन्यत्र वसाइ गर्न बाध्य भएको किसानहरू, र अमेरिकाले इन्डिनावा राज्यको एउटा जातीय हिसाबले मिश्रित समुदायले देखाएको छ । कम आय भएको अभिभावकको सेरोकारवालाबीच समन्वय भएमा बदलिँदो र असहज परिवेशमा सान्दर्भिक सिकाई सम्भव छ, भन्ने कुरो संयुक्त राज्य

### अभिभावक/समुदाय, शिक्षक र विद्यार्थीबीच सहकार्य

हिनुर्य । तत्कालको विद्यार्थी मूल्यांकन पद्धतिको विकास प्रदीक्षा प्रणालीले गरिहिन पर्यो । शिक्षकलाई यस्ता समन्वयात्मक सिकाइको प्रयोग गर्ने उपाय शिक्षक तालिमले हिनुर्य भने प्रयोग गर्ने ठाउँ पाठ्यक्रमले सांस्कृतिक विशेषता र सीपकाबारे प्रत्येक शिक्षकलाई थाहा हुनुर्य । र त्यसको उपयोग शिक्षणमा गर्ने सक्नुपर्छ । भन्न सियाल हुन्छन । यो उनीहरूको सांस्कृतिक विशेषता हो । त्यस्तै नेपालमा पनि जलजालि वा व्यक्तिमा विद्यमान आदिवासी अमेरिकी विद्यार्थीहरूसँगै परामर्श लिन्छन । किनभने आदिवासी अमेरिकीहरू विवरणात्मक कथा लेखन र लगाइन्छ । साथै विद्यार्थीहरूले विवरणात्मक कथाहरू (Narratives) लेखेन कममा टाकाटा (अर्को राज्य) का मिनेसोटा राज्यको एउटा माध्यमिक विद्यालयका अंग्रेजी शिक्षणमा विद्यार्थीहरूलाई एक अर्काको लेख समीक्षा गर्ने बोक्नेहरूबीचमा समन्वयात्मक सिकाइको संस्थावना हुन्छ, भन्ने पनि बुझ्ने जरुरी छ । जस्तै संयुक्त राज्य अमेरिकाले सबैको सबैसंग समन्वय हुन सक्छ । तर एक आपसमा सिक्ने र सिकाउने भावना र बहुलतावादी अवधारणा मान्यतालाई पनि स्वीकारेर अधिवहन अभिभावक छ । अभिभावक, शिक्षक, विद्यार्थी, तालिमकर्ता, शिक्षक संघ/संघान, शिक्षकको शैक्षिक योग्यता अभिवृद्धिसँगै शिक्षण सिकाइ एउटा समन्वयात्मक (collaborative) कार्य हो भन्ने

### शिक्षक, विद्यार्थी, र विद्यार्थी-विद्यार्थीबीच सहकार्य

२) अभिभावक/समुदाय, शिक्षक र विद्यार्थीबीच समन्वय एवं सहकार्य ।

१) शिक्षक, विद्यार्थी, र विद्यार्थी-विद्यार्थीबीच समन्वय र सहकार्य

परिवेश सापेक्ष बनाउन दुईवटा विस्तृत उपायहरू प्रस्तुत गरिएकाछन ।

तालि शिक्षा प्रलेखले बाह्रौँ योजनासम्ममा सो लागू गर्ने प्रावधान राखेको छ । यसै सन्दर्भमा हालको शिक्षक तालिमलाई गरेको धियो भने दशौँ योजनाले प्राथमिक शिक्षकको योग्यता १२ कक्षा पास हुनपर्ने उल्लेख गरेको छ । तर सबैका बढाउने कुरा बेलाबखत उठ्ने गरेको छ । राष्ट्रिय उच्च शिक्षा आयोग २०५५ को प्रतिवेदनले नै यो कुराको भिफारिस



निर्वाणककहेवी वनिथो रे निरनरे रे समारव रे सकार अतिवारी ।

अव्ययत्व माने शिक्षकहरूलाई विशेष तालिमको जरुरत त पर्छ नै उनीहरूलाई अहिलेको भन्दा बढी नै स्वतन्त्रता  
पनि चाहिएछ । शिक्षकलाई निश्चित पाठ्यपुस्तकको घेरा नाउन पाउने स्वतन्त्रता दिनुपर्छ । पाठ्यपुस्तकमा  
दिइएको ज्ञान/जानकारी हिवह उठार्ने गर्ने विद्यार्थीको वाध्यता र सोको आधारमा मूल्यांकन गर्ने गर्ने शिक्षकको  
बाध्यतालाई खर्कालो पनि पार्नुपर्छ । अर्थात् केन्द्रमा अवस्थित परीक्षा, शिक्षक तालिम र पाठ्यक्रमको

1. ആദ്യ കണ്ടെത്തൽ

[illegible]

खोजमूलक अभ्यासकर्ता वन अभिप्रेरणा: शिक्षणमा कार्यमूलक तरीका (project approach) अपनाउन सक्ने शिक्षक उत्पादन गर्नु लक्ष्यको निम्नवरी हो । आफ्नो परिवेशबारे पत्ता लगाउने, चीनको विश्लेषण गर्ने र प्राप्त जानकारीलाई पाठ्यवस्तुसँग गाँसेर देखाइदिन सक्ने शिक्षक बनाउनुपर्छ । खोज वा अनुसन्धान शिक्षकले आफ्नै कक्षाकोठा भित्र र समुदाय दुवैमा गर्न सक्छन् । तर खोज वा अनुसन्धान विद्यार्थीलाई ज्ञान र सीप दिनकालागि मात्र प्रयोग गरिँदैन । शिक्षकले आफ्नै अभ्यास र व्यवहार सुझाव पनि अनुसन्धानको प्रयोग गर्छन् । यसरी अनुसन्धानलाई विद्यार्थीको साथै आफ्नै अभ्यास अभिवृद्धि र सुधार गर्नसक्ने शिक्षक बनाउनु पर्छ । अर्थात् शिक्षकलाई प्रेरणाति गर्न अभ्यासकर्ता (Reflective Practitioner) बनाउनु पर्छ । (हेर्नुस् आचार्य, २०६०)

उत्पादन मान्यता । यो विधिले परिवेशमा आएको परिवर्तनलाई शिक्षण सिकाईमा समेट्न मद्दद गर्दछ ।

(ख) आधुनिक संचारको उपयोग: जहाँ जे जस्ता संचारका माध्यम छन तेनको प्रयोग शिक्षणमा गर्न सक्ने शिक्षक

ज्ञान, श्रुति/कथा शिक्षा एवं ।

वर्तलाको पहिचान र उपयोग: शिक्षक तालिमले शिक्षाथीहरूलाई कक्षाकोठाको वर्तला वा विभिन्नता (जस्तै लैंगिक, भाषिक, आर्थिक, सांस्कृतिक) विन्न र शिक्षणमा तीनको उपयोग गर्ने प्रवन्ध मिलाउन सक्ने बनाउनु पर्छ, वर्तलालाई पाठ्यवस्तुमा जोड्ने सीप सिकाइदिनु पर्छ । मुख्यतः बराबरीको सिद्धान्त (equalization theory) विपरीत वर्तलाको स्वरूप अनुसार विद्यार्थीहरूको विकास गराउने कला सिकाउने तर्फ शिक्षक तालिम उन्मुख हुनु पर्छ । यसो गर्दा शिक्षाथीहरूलाई कक्षाकोठाकै विवरण न्याउन लगाउने र उक्त विवरणवाटै



दिइएन । विशुद्ध प्राविधिक तालिम दिइयो । अर्थात् कक्षाकोठा वा विद्यालयमा आइपर्ने समस्याहरूका उपचार र आवश्यक सीपहरू प्राविधिक विवेकवाद (technical rationale) र प्रयोगशालीय सोच (positivism) भित्रमात्र खोजियो । शिक्षकलाई नै कार्यमूलक खोज (action research) मार्फत समस्या समाधान गर्न सक्ने क्षमतावान अभ्यासकर्ता बनाउन सकिन्छ भन्ने तर्फ तालिमले ध्यानदिन । सरोकारवाताहरूसंगको समन्वय र सहकार्यले पनि शिक्षण सिकाई सान्दर्भिक र प्रभावकारी बनाउन सकिन्छ भन्ने कुरालाई पनि वेवास्ता गरियो ।

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## एककाईसौ शताब्दीमा शिक्षक-शिक्षा

डा. सि.एन. पण्डित<sup>४</sup>

जुनवेला मानवको उत्पत्ति भयो, त्यसैवेलादेखि शिक्षाको विकाशक्रम सुरु भएको पाइन्छ । मानवको उत्पत्ति र विकाशक्रमसँगै मानव जातिका पूर्वजहरूमा देखिने क्रियाकलापबाट यो अनुमान गर्न सकिन्छ कि पोलेको वा पकाएको खाना मीठो हुने र तापको उत्पत्ति गराउन ढुङ्गा र चकमकको प्रयोग विधि आदि क्रियाकलापहरू पूर्वजहरूले गरेको इतिहासका कुराहरूले मानव विकाशको क्रमसँगै शिक्षाको ज्ञानमा प्रगति हुँदै आएको पाइन्छ । पौराणिक एवम् ऐतिहासिक कालदेखि चल्दै आएका सामाजिक मूल्य मान्यता र मर्यादा शिक्षाका अभिन्न अङ्ग हुन् । पौराणिक युगमा जीवनको आदर्श र लक्ष्यका बारेमा चर्चा गर्ने खालको शिक्षा दिइन्थ्यो । ऋषिहरूको आश्रम वा गुरुकुलमा दिइने शिक्षा भएकोले जाति विशेषलाई मात्र समेट्ने हुँदा अलि शिक्षाको दायरा संकुचित घेराभित्रमा भएको पाइन्छ । नेपालको शैक्षिक इतिहासलाई हेर्ने हो भने अठारौँ शताब्दीसम्म शिक्षण प्रशिक्षण शिक्षालाई स्कूल वा कलेजको पाठ्यक्रममा समावेश गरेको पाइँदैन । तर अहिलेको एककाईसौ शताब्दी वैज्ञानिक युगको शताब्दी हो । त्यसैले यस वैज्ञानिक युगमा शिक्षाको निकै महत्व छ । मानिसको प्रत्येक जीवनमा वैज्ञानिकता आइसकेको छ । दैनिक जीवनमा विभिन्न धारणाहरू प्रयोगमा आइ नै रहन्छन् । त्यसैले मानिसले योग्य नागरिक भई आजको आधुनिक युगको समाजमा उचित स्थान पाउन शिक्षा सम्बन्धी ज्ञान पाउनु पनि उत्तिकै जरुरी छ । विभिन्न प्रविधिका क्षेत्रमा उच्च शिक्षाका लागि शिक्षाको राम्रो ज्ञान हुनु अति नै जरुरी छ भने दैनिक जीवनका निमित्त उत्तिकै आवश्यक छ । समाज र जातिमा भएको प्रगति र अवस्थाहरूको ज्ञान विज्ञानको प्रयोगद्वारा सजिलो र ठीकसँग मूल्याङ्कन गरिन्छ । राणाकालमा शिक्षालाई दुरुत्साहित पार्ने काम भयो, पढ्ने र पढाउने दुवैलाई दण्ड सजाए दिने हुनाले लुकिछिपी शिक्षा दिइन्थ्यो । राष्ट्रिय रूपमा शिक्षक शिक्षा प्रदान गर्ने प्रयास सर्वप्रथम वि.सं २००४ सालमा सुरु भएको मान्न सकिन्छ । दक्ष शिक्षकको उत्पादन गरी तिनको माध्यमबाट राष्ट्रिय रूपमै शिक्षा विकासका लागि भरपर्दो टेवा प्रदान गर्नु शिक्षक शिक्षा तथा शिक्षक प्रशिक्षण कार्यक्रमको मूल लक्ष्य हो ।

विभिन्न विश्व विद्यालयका शिक्षाशास्त्र संकाय अन्तर्गतका निजी वा सम्बन्धन प्राप्त क्याम्पसहरूमा निश्चित समयावधि पार गरेर तोकिएका पाठ्यांसहरू अध्ययन गरी सो को परीक्षा उत्तिर्ण प्राप्त गर्ने उपाधिलाई शिक्षक तालिम तथा अध्ययन संस्था भनेर सन् १९४९ मा खुलेको पाइन्छ । तर यो संस्था १९५३ मा गएर सुचारु रूपले चलन नसकी अवरुद्ध हुन पुग्यो । त्यसपछि राष्ट्रिय शिक्षा योजना आयोगको सल्लाहमा सन् १९५४ मा अमेरीकी सरकारको सहयोगमा कलेज अफ एजुकेसनको स्थापना गरियो । ततः पश्चात शिक्षक तालिमको रूपमा प्राज्ञिक स्तरमा नै पढाई सुरु भयो । १० महिने तालिम, प्राथमिक शिक्षक तालिम र माध्यमिक तहको लागि वि.एड कक्षा सुरु गरी १९६० तिर माध्यमिक तहको लागि ५० जना र प्राथमिक तहको लागि ६०० जना तालिम प्राप्त शिक्षकको उत्पादन गरियो । सुरुमा सन् १९७१ सम्म नर्मल तालिम र पछि गएर प्राथमिक शिक्षक तालिम केन्द्रको रूपमा विकसित गरी १००० तालिम प्राप्त शिक्षक उत्पादन गरी शैक्षिक व्यावसायीकताको उत्थान गराइयो । त्यतिखेर यसले शिक्षक सेवामा ठूलै उपलब्धि गराएको ठहर गरियो । सन् १९७१ मा मात्र आएर वि.एड. लाई स्नातक तह सरह मान्यता दिइयो । कलेज अफ एजुकेसन शिक्षक तालिम केन्द्र नामक संस्था पछि गएर विश्व विद्यालयको छाता, शिक्षा संकायमा गाभियो । यसै

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विशेषज्ञों द्वारा तालिम सम्बन्धी ज्ञान, सीप, शिक्षण विधि, बाल मनोविज्ञान र शिक्षण प्रसाको महत्व सम्बन्धी र महत्वपूर्ण तालिम मध्ये रेडियो शिक्षा शिक्षक तालिम पनि एक हो । अनुभवी शिक्षाविद एवम् तालिमका गरिन्छ । अन्तमा परिधामा राम्रो कार्यकुशलता प्रदर्शन गर्नलाई तालिमको प्रमाणपत्र वितरण गरिन्छ ।

। यो १० घण्टाको पुनर्ताजगी कार्यक्रम पनि भनिन्छ । यसमा स्व. अध्ययन कोर्सको ३ महिने सामग्रीहरू प्रदान गर्नुमा पराङ्गी जिल्लामा थोरै खर्चमा शिक्षकलाई दिइने तालिमको वैकल्पिक व्यवस्था दूरशिक्षा तालिम कार्यक्रम हो उपयोग गर्नछन् ।

यसको उद्देश्य रेडियोको प्रयोग र प्रस्ता तालिमबाट प्राप्त सीप र ज्ञानलाई दैनिक कक्षा शिक्षणको स्तर बढाउन तालिम दिने वैकल्पिक व्यवस्था हो । धूमिल टोली, शैक्षिक सामग्रीको निर्माण, नयाँ शिक्षण विधि जस्ता कुराहरू स्थानात शिक्षक तालिम कार्यक्रमअन्तर्गत यो शहरी इलाकामा पूर्व सेवाकालीन र सेवाकालीन शिक्षकहरूलाई व्यवस्था गरिएको प्रयोग ।

पनि एस.एल.सी पास गरेका सेवाकालीन र पूर्व सेवाकालीन शिक्षकको लागि शिक्षा क्याम्पसमा तालिम दिने बढ्दवाको निम्न उम्मेदवार हुने योग्यता पर्दछ । अर्को बि-लेभलको १० महिने नन क्रेडिट तालिम हुन्छ, यसमा सकसबाट प्रमाण पत्र लहको प्रथम वर्ष उत्तिर्ण गरे सरहको मान्यता प्राप्त हुने हुँदा निम्न माध्यमिक शिक्षकमा एस.एल.सी. उत्तिर्ण सेवाकालीन र पूर्व सेवाकालीन शिक्षकले भाग लिनु पर्दछ । यो तालिम उत्तिर्ण गरेपछि शिक्षा सूचना ए-लेभलको कार्यक्रम अन्तर्गत १० महिने प्राथमिक शिक्षक तालिम कार्यक्रम चलाइएको प्रयोग । पाठ्यसि लग्न गरिएको छ ।

दुर्गम जिल्लामा अर्द्धक्ष जनशक्तिलाई तालिमका अवसर दिनुलाई दुर्गम स्थानमा पनि शिक्षक शिक्षाको प्रविधिजन्य अवलको जम्मा जिल्लामा विशेष प्राथमिक शिक्षा तालिम केन्द्र स्थापना गरियो । विकट एवम् परिचयम नेपालको यसबाट प्राथमिक विद्यालयमा महिला शिक्षकको आकर्षण र संख्या बढ्ने गएको पाइन्छ । सन् १९७३ मा कर्णाली छात्रा तालिम केन्द्र खोलिएको छ, जसमा खूला र सेवाकालीन दुवै तर्फबाट यो कार्यक्रम भाग लिनु पाइन्छ । त्यसैगरी २०० जना छात्रासम्म बस्न सक्ने छात्रावास तयार गराई धनकुटा, विरगञ्ज, पोखरा र जम्मा क्याम्पसमा गरेको छ ।

विद्यालयमा छात्राको संख्या बढेस भनेर पनि प्रत्येक विद्यालयमा एकजना महिला शिक्षकको अनिवार्य व्यवस्था जाहेर गरी छात्राहरूलाई छात्रावास लगायतका सुविधाहरू दिई उत्साह जगाउने कार्य गरेको छ । यसरी विद्यालयहरूमा छात्राको संख्या न्यून हुनु र भएका पनि स्कूल छोड्दै जाने कम देखिएपछि सरकारले यसमा चिन्ता नै आवश्यक ठानी महिला शिक्षक शिक्षामा ध्यान गएको देखिन्छ । विशेष गरी गाउँ र दुर्गम जिल्लाका समतामूलक समाज निर्माण गर्नको निम्न महिला शिक्षामा समेत जोड दिई महिला शिक्षकको संख्या बढाउनु अति कुराहरू राज्य स्तरबाटै संचालन गरि आएको पाइन्छ ।

शिक्षकको संख्या बढेको देखिन्छ । यसरी शिक्षक शिक्षालाई बढी प्राथमिकता र उत्साहका साथ अधि बढाउन निम्न शिक्षक उत्पादन गर्न नै हो । सतरी र असीको दशकको बीचमा बढी शिक्षक शिक्षामा जोड दिएको तथा तालिम प्राप्त तथा विज्ञान शिक्षा आदि कार्यरत छन् । शिक्षा संकाय र यसका विभागहरूको उद्देश्य समग्रमा अनुपूर्व तालिम प्राप्त संकाय अन्तर्गत विभिन्न विषयमा विशेषज्ञता दिनुजने विभागहरू जस्तै व्यवसायिक तालिम, अंग्रेजी भाषा तालिम, गणित



व्यावसायिकतामा पूर्णता प्राप्त गर्नु आफ्नो विषयमा निपुणता भई विषय वस्तु प्रदर्शन गर्नु सक्नु, दैनिक व्यवहारिक जीवनसँगका कुराहरू शिक्षण सिकाइमा आधारित हुने खालको शिक्षाको मूल उद्देश्य प्राप्त गर्नभित्र उन्मुख हुनुपर्ने, सिकाइ सिद्धान्त व्यवहारमा आए नआएको मूल्याङ्कन गर्नु, विद्यार्थीहरूका कमजोर पक्ष र सुधारका उपायहरूको विरफार गर्नु सक्नु, समूह वा व्यक्तिगत रूपमा सिकाइ क्रियाकलापहरू गराउन सक्नु, विद्यार्थीको शिक्षण क्रियाकलापमा रीति बढाई आकर्षण गर्नु सक्नु, समुदाय वा अभिभावकसँग अन्तरक्रिया गराई, पठनपाठनको अवस्थाबारे अवगत गराउन सक्ने हुनुपर्दछ । अतः सबै प्रकारका क्रियाकलापहरू तालिम प्राप्त शिक्षकहरूबाट मात्र प्राप्त गर्न सकिने हुनाले, छाँटेर अवशिष्टताहरू नाममा अवशिसम्मका शिक्षक-प्रशिक्षण संस्थानन गर्नुपर्दछ । दक्षिण एसियाली देशहरूमा शिक्षाको संरचना तथा बनबटलाई अध्ययन गर्नु हो भने पनि होमी कक्षा जस्तै शिक्षा संकायबाट न्यूनतम आवश्यकताको तह उत्तिर्ण गरेकाहरू शिक्षक सेवामा प्रवेश दिइन्छ । छाँटेर

उठेको छ ।

रूपमा तालिमको व्यवस्था गर्नुपर्छ भनी समाजसेवी, शिक्षाविद् एवम् जनसम्वर्द्धापहरबाट नै चर्को रूपमा आवाज समुदायहरूबाट प्रस्तुत तथाङ्कित देखिएको छ । यसकारण तालिम प्राप्त नभएको सम्पूर्ण शिक्षकहरूलाई चरणबद्ध आन्दोलनको रूप नै लिएको छ । जसका कारण शैक्षिक जागरण र गुणस्तरिय पठनपाठनमा बढि भएको विभिन्न गरेको प्राथमिक तहदेखि माध्यमिक र प्रधानाध्यापक सम्मलाई हिड्ने तालिमले शिक्षक शिक्षा क्षेत्रमा यसले तथा प्राथमिक शिक्षा परियोजना, प्राथमिक शिक्षा विकास केन्द्र, माध्यमिक शिक्षा विकास केन्द्र आदिले संचालन शिक्षा शास्त्र संकायले पूर्ति गरेको छ । त्यस्तै शिक्षा मन्त्रालय अन्तर्गत शैक्षिक जनशक्ति विकास केन्द्र, आधारभूत शिक्षा फार्मानसम्म) १०२ पुर्योको छ । यसबाट अधिराज्यका जम्मा तालिम प्राप्त शिक्षकहरू मध्ये ६४ प्रतिशत शिक्षा वि.वि.बाट सम्बन्धन प्राप्त र निजी गरी शिक्षा विषयको पढाई हुने शिक्षा क्याम्पसको संख्या अधिराज्यमा (हाल क्याम्पसमा प्रमाण पत्र तहदेखि स्नातकोत्तर तहसम्मको डिग्री प्राप्त शिक्षक छात्रको उत्पादन गरिन्छ । यसरी हाल थोरै प्रतिशत काठमाडौँ विषयविद्यालयमा पनि पढाई हुने गरेको पाइन्छ । शिक्षा संकाय अन्तर्गतका त्रिभुवन विश्वविद्यालय शिक्षा संकाय र दोस्रो श्री ५ को सरकार शिक्षा मन्त्रालय अन्तर्गतका विभागहरू पर्दछन् । तालिम कार्यक्रम इच्छादी । खासगरी शिक्षक तालिम कार्यक्रम संचालन गर्नु मुख्य दृष्टिकोण रहेको छ । पहिलो परियोजना (शिक्षा र ग्रामिण विकास), १५० खण्डको शिक्षक तालिम कार्यक्रम, प्राथमिक शिक्षा योजना र शिक्षक वि.एड, एक वर्ष वि.एड र एम.एड को डिग्री अनावा छुई तालिमको पनि व्यवस्थाहरू सुरु गर्नु । जस्तै सेती अवरू भएको पाइन्छ । त्यसपछि शिक्षा तथा खेलकुद मन्त्रालयले शिक्षा क्याम्पसहरूबाट प्राप्त गर्नु आ.इ.एड, सन् १९८० को दशकतिरको अध्ययन गर्दा शिक्षा संकाय अन्तर्गत धेरै शिक्षा विकासका संस्थाहरू कार्यक्रमहरू प्रचलन पनि छ ।

। तर यस्ता शिक्षकले दूर शिक्षा तालिमको परीक्षामा सामेल भई परीक्षा उत्तिर्ण गरेमा तालिमको प्रमाण पत्र दिने जान्छ, अतः यस्तो रेडियो शिक्षा तालिमबाट विद्यालय परिचर, अभिभावक, एवम् समुदायलाई फाइदा पुग्न जान्छ । जिल्लाका विद्यालयमा विदा बसेका शिक्षकको सङ्ख्या शिक्षक हुँदैनन्, अतः विद्यालयको पठनपाठनमा नै असर पर्ने बढी लाभान्वित हुन्छन् । धेरै शिक्षकहरू तालिम लिनको निम्ति विद्यालयमा विदा नै लिएर जानुपर्दा पूर्ण शिक्षण प्रशिक्षणका कुराहरू प्रसारण गरिन्छ । यसमा विद्यालयमा कार्यरत दुर्गम, पिछडिएको ठाउँका शिक्षकहरू



१०६४ रूका छल ।

स्थायी शिक्षक बन्न शिक्षक तालिम वा शिक्षाशास्त्र संकायवाट सम्बन्धित तह उत्तिर्ग गरेको हुने पन अतिव्याप  
गरेका कक्षापाले पनि शिक्षक प्रशिक्षण कार्यक्रमहरूको सहज गर्न बढेर गयो । शिक्षक अनमति भए निम्के लागि  
समेत तालिम प्राप्त शिक्षक हुने पन व्यवस्थाले गर्दा शिक्षक शिक्षाले निकै चर्चा र महत्व प्राप्त गरिरहेको छ ।

भने विद्यालय निरीक्षणबाट कक्षाईकासाथ निरीक्षण, मूल्याङ्कन र सुपरिवेक्षण गरिन्छ।

अवधिरिव नामो अवधिसम्मका तालिमद्वरु संद्यान गोरिन्छ । तर त्यहाँ मलिनानाई पहिलो प्राथमिकता दिइन्छ



कार्यक्रमलाई विकेन्द्रित गर्ने, शिक्षकको सुविधा पनि बढाउदै लाने जस्ता नीतिलाई पूर्ण रूपमा पालना गर्ने सर्त राखेको पाइन्छ ।

शिक्षकहरूको गुणस्तर उकास्न सकेमात्र शिक्षाको गुणस्तर उकास्न सकिने हुनाले शिक्षकको गुणस्तर उकास्ने खालका छोटो र लामो अवधिको तालिम संचालन गर्नु पर्दछ । यस्तो तालिम सेती विकास परियोजनाले १९९३ देखि १९९७ सम्म, प्राथमिक शिक्षा परियोजनाले १९८४ देखि १९९२ सम्म आधारभूत तथा प्राथमिक शिक्षा परियोजनाले १९९२ देखि १९९८ सम्म संचालन गरीसकेका छन् । हाल शैक्षिक जनशक्ति विकास केन्द्र र माध्यमिक शिक्षा विकास केन्द्रले समेत संचालन गरिराखेको कुरा माथि नै अवगत गराई सकिएको छ । शिक्षाको गुणस्तर बढाउन तालिम प्राप्त शिक्षक मात्र भएर पुग्दैन । यसका लागि समय र युग सुहाउँदो पाठ्यक्रम, शैक्षिक सामग्रीहरू, पाठ्यपुस्तक आदिको आवश्यकता पर्दछ । तर संचालन गरिएका सबै तालिमहरू उपलब्धि मूलक भए भएनन्, कुनै सुधार आयो कि आएन भनेर ध्यान दिनु जरूरी छ । अतः यस्ता तालिम सम्बन्धीको उपलब्धि सम्बन्धी त्रि.वि. शिक्षा विकास तथा अनुसन्धान केन्द्रले गरेको अनुसन्धान प्रतिवेदनमा निम्न तालिमहरू प्रसंसनिय रहेको उल्लेख छ, (क) आधारभूत शिक्षण विधि, (ख) आधारभूत शैक्षिक सामग्रीहरू (ग) आधारभूत सिकाई रणनीति (घ) १८० घण्टाको प्याकेज तालिम (ङ) ३३० घण्टाको प्याकेज तालिम (च) ग्रेड शिक्षण तालिम (छ) बहुग्रेड शिक्षण तालिम (ज) प्रधानाध्यापकताई व्यवस्थापकिय तालिम (झ) १ देखि ५ सम्मको पाठ्यक्रम फैलाउने सम्बन्धी तालिम (ञ) विज्ञान शिक्षण तालिम (ट) अंग्रेजी शिक्षण तालिम (ठ) गणित शिक्षण तालिम (ड) अतिरिक्ति क्रियाकलाप सम्बन्धी तालिम जस्ता तालिमहरू निकै उपलब्धि मूलक भएको अनुसन्धानबाट थाहा लागेको छ । यसैगरी निजी तथा सरकारी विद्यालयमा भई राखेको शिक्षण विधिहरू कुनकुन शिक्षण विधि उपयोगी सिद्ध भएका छन् भनी गरिएको अनुसन्धानबाट निम्न विधिहरू उपयोगी र व्यवहारिक भएको देखिएको छ । निजी विद्यालय तर्फ प्रश्न-उत्तर, समस्या समाधान, छलफल, प्रयोगात्मक, गर र सिक, जस्ता विधिहरू बढी प्रयोग हुने गरेका छन् भने सरकारी विद्यालय तर्फ प्रश्न-उत्तर, समस्या समाधान, प्रदर्शन, छलफल, वाचन, उपकरण प्रयोग र प्रयोगात्मक जस्ता विधिहरू बढी प्रयोग हुने गरेका छन् । निजी विद्यालयमा (learning by doing) गर र सिक विधि पनि प्रयोगमा ल्याइन्छ भने सरकारी विद्यालयमा बढी वाचन विधि प्रयोग भएको पाइन्छ ।

सरकारी र निजी विद्यालयको तुलनात्मक अध्ययन गर्दा सरकारी विद्यालयको अवस्थालाई आर्थिक, सामाजिक र शैक्षिक मूल्याङ्कन गरी चिन्तन मनन गर्ने हो भने चित्त बुझाउने अवस्था छैन । बीचमा विद्यालय छोडेर जाने बातबित्तिकाको संख्या २२ प्रतिशत छ भने विभिन्न कारणले कक्षा दोहर्‍याउने विद्यार्थीको संख्या ४१ प्रतिशत छ । शिक्षक र अभिभावकको बीचमा सुमधुर सम्बन्ध पनि त्यति देखिँदैन । विद्यालयप्रति आकर्षण गरी विद्यालयमा पढ्न आउने वातावरण पनि त्यति सहज छैन भने अभिभावकहरू पनि छोरी पढाउन हुन्न भन्ने नकारात्मक धारणा नै राख्छन् । कक्षा कांठाभित्र गरिने क्रियाकलाप पनि सन्तोष जनक देखिँदैन । जसका कारण प्राथमिक र पूर्वप्राथमिक कक्षाको पढाई दुई वर्षसम्म एउटै कक्षा दोहर्‍याउनु परिराखेको पाइन्छ । तालिम प्राप्त र तालिम नपाएका शिक्षकको क्रियाकलाप उस्तै उस्तै देखिन आउँछ । सरकारी विद्यालयमा भन्दा निजी विद्यालय शिक्षकको कक्षा भार बढी देखिन्छ । तथापी निजी विद्यालयको शिक्षकले सरकारी विद्यालयको भन्दा बढी समय खर्च गर्छ । सरकारी विद्यालयमा विद्यार्थीको उपस्थिति घट्दो छ भने निजीमा बढ्दो छ । विद्यार्थीको कक्षा चढेको आकडा सरकारीमा ३८.१८ प्रतिशत छ भने निजी विद्यालयमा ७७.३० प्रतिशत छ । त्यस्तै पुरा आम्दानीको ७० प्रतिशत सरकारी विद्यालयमा र ४० प्रतिशत निजी विद्यालय शिक्षकको तलबमा खर्च हुन जान्छ । धेरैजसो सरकारी विद्यालयको पढाईको माध्यम नेपाली हुन्छ भने निजी विद्यालयको अंग्रेजी माध्यम पाइन्छ । सरकारी विद्यालयमा ४८ प्रतिशत प्राथमिक शिक्षकहरू तालिम प्राप्त छन् भने



निजी विद्यालयमा यसको संख्या नगण्य छ । निजी विद्यालयको तुलनामा सरकारी विद्यालयको भौतिक पूर्वाधार निकै कम पाइन्छ, दुर्गम स्थानमा त कालोपाटीसम्म पनि हुँदैन ।

आज देशको शिक्षा जगतको ठूलो हिस्सा बोकेको तालिम प्राप्त शिक्षक उत्पादन गर्ने उच्च शिक्षाको जिम्मा लिएको त्रिभुवन विश्व विद्यालय, काठमाडौं विश्व विद्यालय र अन्य विश्व विद्यालय सोसँग सम्बन्धीत शिक्षा क्याम्पसबाट उत्पादीत आइ.एड, वि.एड, एम.एड र एम.फिलका विद्यार्थीको संख्यामा पनि भर पर्दछ । यो संस्थाले उच्च शिक्षाको निर्दिष्ट लक्ष्य प्राप्त गर्न शैक्षणिक व्यवस्थाको अपेक्षित र प्रभावकारी परिचालन गर्दै लैजानमा विश्व विद्यालय शिक्षा संकाय प्रत्यक्ष जिम्मेवार छ भने अर्को तर्फ प्रचलित संरचना र पद्धतिमा पनि प्रष्ट र उचित परिवर्तन ल्याई शिक्षा पद्धतिको गुणात्मक स्तर वृद्धि गर्नु बान्छुनिय हुनेछ । यसको लागि विश्व विद्यालयको पाठ्यक्रम परिमार्जन गर्नु, शैक्षिक सामग्रीको निर्माण, शैक्षिक संस्कारको विकास र शैक्षणिक पद्धतिको विकास महत्वपूर्ण पक्ष छन् । विभिन्न प्रकारका स्तरवृद्धि र पेसागत प्रशिक्षण कार्यक्रमको तर्जुमा र संचालन भएबाट शिक्षकहरूको कार्यक्षमता र दक्षतामा वृद्धि आउने तथ्य निर्विवाद छ तथापि शिक्षकको कार्य सम्पादनमा क्याम्पसको भौतिक तथा अन्य व्यवस्थाले ठूलो असर पार्ने हुँदा सोको सुव्यवस्था तर्फ पनि विशेष ध्यान दिनु जरूरी देखिन्छ । विश्व विद्यालयले शिक्षकको पेसागत प्रशिक्षण र त्रि.वि. को पदोन्नति पुरस्कार आदि प्रोत्साहन पद्धति बीच राम्रो र सन्तुलित समन्वय कायम गर्नुपर्दछ । यसो भएमा पेसागत प्रशिक्षणको मूल्य र वास्तविकता दुवै वृद्धि भई शिक्षक समुदायमा तिब्र गतिले आकर्षण बढ्न जान्छ । शिक्षा संकायको पढाईमा शिक्षण विधिमा पाठ योजना निर्माण, कक्षाकोठा व्यवस्थापन, बालकेन्द्रित शिक्षा, सहभागितामूलक वा अन्तरक्रियात्मक शिक्षणविधि, अभिप्रेरण, वस्तुगत मूल्याङ्कन, विद्यार्थी सक्रियता आदिलाई बढी जोड दिएको पाइन्छ । यसै सन्दर्भमा शिक्षामा सुधारको आवश्यकता महसुस गरी समय समयमा विभिन्न आयोगहरू गठन हुनु र तीनका सुझावहरू आंशिक रूपमा भएपनि लागु भएका छन् । प्रत्येक गा.वि.स.मा प्राथमिक विद्यालय भएपनि ५४ प्रतिशत जनता मात्र साक्षर छन् । त्यसरी नै सेरीडको तथ्याङ्क अनुसार कूल विद्यार्थीको २४ प्रतिशत विद्यार्थी निजी विद्यालयमा अध्ययन गर्दछन् ।

शिक्षण संकायको व्यवस्थापनमा पनि केही कमजोरीहरू छन् । यस अन्तर्गत प्रमाण पत्र तह, स्नातक तह र स्नातकोत्तर तहहरू पार गर्न क्रमशः दुई, तीन र दुई वर्ष तोकिएता पनि समयमा परीक्षा सम्पन्न नहुँदा शिक्षक बन्न धेरै समय लाग्छ । क्याम्पसमा संचालित शिक्षक-शिक्षा कार्यक्रम बढी सैद्धान्तिक भएकोले शिक्षक शिक्षण पद्धतिमा निकै ठूलो कमजोरी रहेको पाइन्छ । शिक्षक शिक्षा सिद्धान्त र प्रयोगको संगम भएकोले अध्यापन अभ्यास एक अभिन्न अंगको रूपमा राखिएको भए तापनि हाल आएर अध्ययन अभ्यासको पूर्णाङ्क र अभ्यास शिक्षण अवधि घटाइनु शिक्षण विधिलाई कम महत्व दिनु पनि हो । प्रशिक्षण प्राप्त शिक्षकलाई दिइने भत्ता समय सापेक्ष बढाउदै लैजानु श्रेयकर मानिन्छ । सबै किसिमका शिक्षक-शिक्षा तथा परीक्षणको निर्देशन र मूल्याङ्कन गर्ने सक्षम निकाय व्यवस्थित छैन । जेहेन्दार विद्यार्थीले चासो नलिने र सामान्य विद्यार्थी मात्र शिक्षण-प्रशिक्षणमा आकर्षण हुने परिपाटी पनि देखा परेको छ । शिक्षण-प्रशिक्षणको महत्व बढाई शिक्षण पेसालाई व्यावसायिक पेसामा रूपान्तरण गर्न सकिएको छैन । शिक्षक प्रशिक्षकलाई पनि समय समयमा तालिमको आवश्यकतापर्छ तर त्यतापट्टि संकायले त्यति ध्यान दिएको पाइदैन । शिक्षण पेसामा बढी महिलालाई संलग्न र आकर्षित गराउन प्रभावकारी र विशेष कार्यक्रमको अभाव भएको छ । उच्च मा.वि. विद्यालयका शिक्षकहरूका लागि हाल शिक्षक प्रशिक्षणको नीति तथा व्यवस्था भएको छैन । अर्कोतिर तालिम र शिक्षक पदोन्नति, शिक्षक मूल्याङ्कन, शिक्षक कार्य निर्धारण एवम् शिक्षक वढुवा बीच बलियो सम्बन्ध बनाउन सकिएको छैन ।

## सुझावहरू:-

- १) तालिम प्राप्त र अप्राप्त शिक्षकबीचको तलबमान फरक हुनुपर्दछ ।
- २) सेवाकालीन शिक्षकको लागि तालिमको व्यवस्था र तालिम प्राप्तको लागि पनि समय समयमा पुनर्ताजगी तालिमको व्यवस्था हुनु अनिवार्य छ ।
- ३) पाठ्यांस र तालिमको ढाँचा शिक्षाको उद्देश्यसँग सामिप्य हुने गरी समय समयमा परिमार्जित हुनुपर्दछ ।
- ४) प्राथमिक तहदेखि उच्च मा.वि. तहसम्मका विषयगत शिक्षक शिक्षाको पाठ्यांस सिलसिलेवार क्रमशः सरलदेखि जटिलसम्म हुँदै जानुपर्दछ ।
- ५) शिक्षक मात्र होइन प्रधानाध्यपक र विद्यालय निरीक्षण गर्ने विद्यालय निरीक्षकलाई पनि समय समयमा मन्त्रालयले सरकारको शिक्षा नीतिको बोध गराउनु एवम् तालिम दिनुपर्दछ ।
- ६) त्रिभुवन विश्व विद्यालय र मन्त्रालयको सम्झौता अनुसार यो तालिम कार्यक्रम शिक्षाशास्त्र संकाय अन्तर्गतका क्याम्पसहरूमा संचालन गर्ने निर्णय तदारूकतासाथ लागु गर्नुपर्छ ।
- ७) तालिमको लागि समयमा बजेट निकासो हुनुपर्दछ ।
- ८) तालिम कार्यक्रमको प्रभावकारितामा संलग्न शिक्षकहरूले पाउने सुविधामासमेत भरपर्ने तथ्यलाई मध्यनजर राखी सम्बन्धीत निकायले शिक्षकहरूलाई प्रत्यक्ष तथा अप्रत्यक्ष सुविधाहरू दिँदै जानु जरुरी छ ।
- ९) विभिन्न शिक्षक संगठनहरूलाई शिक्षक प्रशिक्षणसँग प्रत्यक्ष सम्बन्धीत कार्यक्रमप्रति आकर्षित गर्नुपर्दछ ।
- १०) शिक्षाशास्त्र संकाय अन्तर्गत प्रमाणपत्र, वि.एड र एम.एड तहका कार्यक्रमहरूमा आवश्यक विषयवस्तुहरूलाई एकीकृत गरी शिक्षण विधि सिकाउने तर्फ यथेष्ट ध्यान दिनु जरुरी छ ।
- ११) शिक्षा तथा खेलकुद मन्त्रालय अन्तर्गत संचालित शिक्षक प्रशिक्षण कार्यक्रम शिक्षा परियोजनाको एक अंगका रूपमा रही आएको र परियोजनाको अवधि सकेपछि पनि शिक्षक प्रशिक्षण कायमै राख्नु पर्दछ ।
- १२) शिक्षाशास्त्र संकाय एवं शिक्षा तथा खेलकुद मन्त्रालय अन्तर्गत संचालित विभिन्न शिक्षक शिक्षा तथा प्रशिक्षण कार्यक्रमहरूको प्रभावकारिता थाहा पाउने उद्देश्यले अध्ययन अनुसन्धान केन्द्र खोल्नु पर्दछ ।
- १३) शिक्षक शिक्षा विषयमा विद्यावारिधी गर्न चाहनेलाई विशेष भत्ता, छात्रवृत्ति र प्रोत्साहनको व्यवस्था गर्नुपर्दछ ।
- १४) विश्वविद्यालय अन्तर्गतका निजी र सम्बन्धन प्राप्त क्षेत्रका शिक्षा शास्त्र संकाय अन्तर्गतका क्याम्पसहरूलाई रेखदेख र शिक्षण प्रशिक्षणको नियन्त्रण तथा मूल्याङ्कनको लागि शिक्षाको डीन कार्यालय बढी शक्तिशाली बनाउनु पर्दछ ।
- १५) शिक्षण पेसामा प्रवेश गर्न तालिम वा शिक्षाशास्त्रबाट उत्तिर्ण भएको अनिवार्य गर्नुपर्दछ ।
- १६) निजी स्तरबाट शिक्षाशास्त्रका आइ.एड, वि.एड, वा एम.एड तह खोल्न चाहने सङ्घ-संस्थालाई स्विकृती प्रदान गर्नुपर्छ ।

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## शैक्षिक गुणस्तर: वैचारिक दृष्टिकोण

देविना प्रधानाङ्ग\*

शिक्षामा गुणस्तरीयता एक आम चर्चाको विषय भैसकेको छ । भाषणमा होस वा पत्रपत्रिकामा, साधारण कुराकानीमा होस् वा औपचारिक भेलाहरूमा, हामी भन्ने गर्दछौं शिक्षामा गुणस्तरीयता घटिरहेकोछ । हुनत आज भोलि हरेक क्षेत्रमा गुणस्तरीयतामा ढास भएको महशूस गरिन्छ तर गुणस्तरीयता के हो भन्ने विषयमा आ-आफ्नै कसै भएको सन्दर्भमा शिक्षा क्षेत्रमा भने अझै अन्यौल नै छ । तर पनि हामीले शिक्षामा गुणस्तरीयता हासिल गर्न बेलाबखतमा विभिन्न परिभाषा प्रयोग गरिरहेका छौं । तैपनि शिक्षाको गुणस्तरीयतालाई विभिन्न व्यक्ति, क्षेत्र र वातावरणमा विभिन्न दृष्टिले हेरिरहेको पाउँछौं । वास्तवमा गुणस्तरीयताका सम्बन्धमा चासो हाम्रो देशको मात्र हैन विश्वमा नै यसको चर्चा उच्च रूपले भई सकेको अवस्थामा डकार सम्मेलनले पनि शिक्षामा गुणस्तरलाई एक उद्देश्यको रूपमा प्रस्तुत गरेको छ । यसैलाई हृदयंगम गरी सबैका लागि शिक्षा सन् २००४-२००९, ले आफ्नो उद्देश्यमा “केटाकेटी र समुदायको आवश्यकतालाई उपयुक्त र त्यससंग सम्बन्धित शिक्षा प्रदान गरी प्राथमिक शिक्षामा गुणस्तरीयता प्राप्त गर्ने भनी उल्लेख गरिएको छ ।

Inge Johanasson (1993) ले Quality in Early childhood service को सन्दर्भमा गुणस्तरलाई तीन पक्षबाट हेर्ने गरेको पाइन्छ ।

- प्रतिस्पर्धाको लागि गुणस्तरीय शिक्षा
- बाहिरी क्षेत्रमा कार्य गर्न; सामाजिक मान्यताको सिर्जना गर्न र व्यावसायिक क्षमतामा वृद्धि गर्नका लागि गुणस्तरीय शिक्षा
- गुणात्मक वृद्धि पश्चातको दोस्रो खुड्किलो गुणस्तरीय शिक्षा

यिनै पक्षलाई हाम्रो परिप्रेक्ष्यमा हेर्ने हो भने अभिभावकहरूले विद्यालयहरूको छनौट गर्दा त्यसमा भएका सुविधा र त्यसले दिने नतिजालाई हेरी गर्ने गरेका छन् । यसले गर्दा निजी विद्यालयहरूको गुणस्तरको नाप माथिकै पक्षहरू मध्ये प्रतिस्पर्धामा नै सीमित भएको पाउँछौं । यसको उदाहरणको रूपमा विद्यालयहरूले गरेका विज्ञापन र सो आधारमा विद्यालय छनौट गर्ने अभिभावकको प्रवृत्तिले गर्दा विद्यालयमा विद्यार्थीको चापलाई हेर्न सकिन्छ ।

शैक्षिक गुणस्तरका सन्दर्भमा हेर्दा समय समयमा दिइने Pedagogical profile पनि हो । समय र वातावरण अनुरूप शिक्षामा Pedagogical demand सृजना भएको पाइन्छ । कुनै समयमा विद्यालयहरूले अतिरिक्त क्रियाकलाप (Extra-curricular activity) लाई जोड दिँदा प्राथमिकता पाएको थियो भने हाल computer शिक्षा र बाल केन्द्रीत शिक्षालाई अधिसारेको पाउँछौं । यिनै कुराहरूको आधारमा अभिभावक र समाजले विद्यालय राम्रो नराम्रो छुट्याउने प्रवृत्तिले गर्दा विद्यालयको गुणस्तर यसैबाट मूल्याङ्कन भएको छ । अतः यी क्रियाकलाप मौजुदा विद्यालयहरूलाई समाज र अभिभावकले मान्यता दिएको पाइन्छ । यहाँ नेर Sundell, Landstrom, Linderroth र Strahle (1991) को भनाई उपयुक्त देखिन्छ । उनीहरूले गरेका अभिभावक सक्रिय सहभागी

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विषयक अध्ययनमा के प्रष्ट देखाएको छ भने अभिभावकको विश्वास र सहभागिताको वृद्धिमा संस्था वा विद्यालयमा कार्यरत शिक्षक, कर्मचारीहरूको व्यावसायिक दक्षता (Professional Competency) ले बढी प्रभाव पार्दछ। वास्तवमा विद्यालयमा शिक्षण कार्य गर्ने कर्मचारीको कार्यकुशलता र प्रतिस्पर्धात्मक दक्षताले मात्र अभिभावकको विश्वास जित्न सफल भएको उदाहरणहरू प्रचुर मात्रामा भेटाउन सक्छौं।

यिनै भनाइहरूलाई हेर्दा गुणस्तरको माध्यम सामाजिक मान्यता हो जसले जनसमुदायको मनमा स्थापित भई आफ्नो उपस्थिति (existence) को महशुस गराउँछ।

यसैलाई पुष्टि गर्न David T Kearns (1960) को भनाइ “उपभोक्ताको आवश्यकता परिपूर्ति गर्नु नै गुणस्तरियता हो”, ...लाई लिन सकिन्छ। व्यापारिक दृष्टिकोणले हेर्ने हो भने गुणस्तरियता भनेको सेवामा प्रभावकारीता, प्रस्तुतिमा आकृष्ट, प्रदान गर्दा विश्वसनीयता र खरीद गर्दा सामर्थ्य भित्र रहेको बुझिन्छ।

वस्तुको गुणस्तर यसको भौतिक दृष्टिले हेरिन्छ, जसमा वस्तुमा हुने विशेषतालाई प्रत्यक्ष रूपले अन्य वस्तुहरूसँग तुलना गरी बताउन सकिन्छ तर शिक्षाको गुणस्तरलाई भौतिक दृष्टिभन्दा बढी वैचारिक (Ideological) र दार्शनिक (Philosophical) दृष्टिले हेर्ने गरिन्छ।

गुणस्तरको शाब्दिक परिभाषा नै खोज्ने हो भने Bronniers को शब्दकोषले गुणस्तरलाई मूल्य, प्रकृति, र विशेषता (character) का रूपमा परिभाषित गरेको छ भने Advance dictionary मा ‘स्तर तुलना’ को रूपमा परिभाषित गरेको पाइन्छ। गुणस्तरियताका सन्दर्भमा German Philosopher Hegel को परिभाषा अलिक भिन्न छ। उनी गुणस्तरलाई विशेषताको रूपमा नै परिभाषित गर्दै भन्नु हुन्छ “गुणस्तर एक विशेषता हो जसले कुनै अन्य वस्तुको पूर्वाधार लिइदैन। यस्तो विशेषता जसमा अरु भन्दा भिन्दै र एकदम छुट्टिने प्रकृति विद्यमान रहन्छ”।

अर्को भनाइलाई उद्धृत गर्ने हो भने गुणस्तरियताको सम्बन्ध संस्थाको किसिम र यसमा भएको विशेषतासँग सम्बन्धित छ। अर्को शब्दमा भन्ने हो भने गुणस्तर भनेको जसले काम गर्ने र जसको निम्ति गरिने हो ती बीचमा गरिने कार्यहरूका विषयवस्तु हुन्।

Gummesson 1988 ले Quality Strategies in professional service organization को अध्ययनको क्रममा Quality लाई An elusive concept अर्थात् आकार दिन गाह्रो धारणा” भनेका छन्। उनको भनाइ अनुसार “quality of professional service becomes a matter of subjective perceived” अर्थात् व्यावसायिक सेवाको गुणस्तर आ-आफ्नो तरिकाले महसुस गर्ने वस्तुको रूपमा भईसकेको छ, भनिन्छ।

यस भनाइलाई विश्लेषण गर्ने हो भने गुणस्तरियतामा मनोवैज्ञानिक पक्ष लुकेको छ, किनभने कसले के दिन्छ र कस्तो दिन्छ, कसरी दिन्छ भन्ने कुरा सेवा प्राप्त गर्ने ब्यक्तिका आ-आफ्ना तरिकाको मूल्याङ्कनले मापन गरेर गुणस्तरियताको संज्ञा दिन्छ। यसै सन्दर्भमा Gronroos (1984) ले गुणस्तरमा प्राविधिक (Technical) र कार्यमूलक (functional) पक्ष हुनुपर्ने भनाइ राखेका छन् भने Lehntinen 1985 ले Quality लाई त्री आयाम हुनुपर्ने दावी गर्ने गरेको पाइन्छ। ती आयाम हुन्- दिने र लिने बीचको अन्तरक्रियात्मक गुण (Interactive), वातावरण तथा उत्पादनको स्वरूपीय गुण (Physical quality) / संस्थाको स्वरूपीय गुण (Institutional Quality)

हाल सालै गुणस्तरलाई दुई किसिमले परिभाषित गर्न Gummesson नै (1990) मा अधि सरेको देखिन्छ । उनको भनाइ अनुसार गुणस्तरलाई “आवश्यकताको आधारमा निश्चित रहनु” जसमा गुणस्तरलाई ध्यानमा राखेर उद्देश्य पूर्व निर्धारण गरिसके पछि मात्र सो प्राप्तिको लागि प्रयास गर्ने अर्थात् ‘काम राम्रो गर’ (Do thing right) को सिद्धान्तको आधारमा परिभाषित गरिएको छ भने अर्को ‘उपभोक्ता मुखी’ जसको सिद्धान्त प्रयोग गर्न योग्य गुणस्तरलाई प्राथमिकता दिन्छ । यसले उपभोक्ताको सन्तुष्टिलाई नै गुणस्तर मान्ने भएकोले यसको सैद्धान्तिक आधारमा राम्रो काम गर’ (Do the right thing) रहेको छ । यी सम्पूर्ण कुरालाई हेर्दा यहाँ नेर दुईवटा मुख्य प्रश्नहरू उब्जन्छ । अभिभावकले वर्तमान शिक्षाबाट कस्तो किसिमको उत्पादन चाहेको छ र हालको उत्पादन प्रति अभिभावकले के कस्तो प्रतिक्रिया दिन्छ ? तर हाल हाम्रो सन्दर्भमा भन्ने हो भने विभिन्न अभिभावकले के कस्तोलाई Quality education भन्ने एकिन गर्न असमर्थ भएता पनि उनीहरूको भित्री आशय चाहिँ एकातिर merit basis education र अर्कोतिर शिक्षालाई प्रतिस्पर्धात्मक बजारमुखी भन्ने भल्कन्छ । अझ भनौं भने शिक्षा जीवनोपयोगी (Life oriented) र दैनिक जीवनमा प्रयोग हुने खालको शिक्षा (Everyday life directed practical oriented) नै गुणस्तरीय शिक्षा हो भन्ने कता कता आभास पनि पाइन्छ । सैद्धान्तिक पक्षबाट गुणस्तरलाई हेर्ने हो भने गुणस्तरीय शिक्षा त्यो हो जसले विद्यार्थीलाई उत्पादनमुखी नागरीक बनाउन चाहिने ज्ञान, सीप, अभिवृद्धि, मूल्य मान्यता र कार्य गर्ने बानीको विकास गराउने सक्नु पर्छ

Edvardsson (1991) को निष्कर्षमा उपभोक्ताको आफ्नो आवश्यकतावारे सचेत (conscious) हुनका लागि सहयोग आवश्यक पर्छ र दिइने सेवाको गुणस्तरले आफ्नो आवश्यकतासँग सम्बन्ध राख्नु पदछ भनेको पाइन्छ । यस भनाइले Quality लाई उपभोक्ता (consumer) मा मात्र सिमीत नगरी उपभोक्ता, कार्य गर्ने कर्मचारी र सेवा प्रदान गर्ने निकायहरू बीचमा सन्तोष नरहेसम्म समान र आवश्यक गुणस्तरीयता कुनै पनि सेवाले दिन सकिदैन । अर्थात् जबसम्म काम गर्ने कर्मचारी (Staff) सन्तोषजनक रहदैन अभिभावक पनि सन्तोषजनक हुदैन भन्ने भनाइ छ ।

Zeithaml, Berry र Parasuraman 1990 को भनाई अनुसार उपभोक्ताले गुणस्तरलाई पाँच आयामबाट अनुभव गर्छ भन्ने भनाइ रहेको छ ।

ती पाँच आयाम यस प्रकार छन् :-

- १) विश्वसनीयता (Reliability)- उपभोक्तालाई जे जस्तो सेवा दिन्छु भनी संस्थाले वाचा गरेको छ त्यो सेवा प्रदान गरेको छ वा छैन ?
- २) प्रष्ट रूपले देखिने (Tangible) - सेवा दिने संस्थामा रहेको भौतिक संसाधन जस्तै furnishing / facilities पर्याप्त छ वा छैन ?
- ३) उत्तरदायित्व (Responsiveness)- सेवा प्रदान गर्ने संस्थाको अनुभवको आधारमा उपभोक्तालाई दिने र विश्वसनीयता र दायित्वको बोध छ छैन ?
- ४) प्रतिज्ञा (Assurance) - सम्बन्धित संस्थाका कर्मचारीहरूले उपभोक्तालाई दिने विश्वासनीयता र दायित्व बोध छ छैन ।
- ५) समस्या बुझ्ने क्षमता (Empathy)- उपभोक्ताको अवस्था र वास्तविकतालाई बुझेर कर्मचारीले आफुलाई प्रस्तुत गर्ने क्षमता र त्यसमा संलग्न हुने प्रवृत्ति कतिको छ छैन ?

यी पाँचै आयामहरू एकआपसमा यति सम्बन्धित छन् कि जुन भिन्दा भिन्दै रूपले हेर्न सकिँदैन । यी पाँचै आयामहरूले राम्रो सेवा पुऱ्याउन सकेको खण्डमा मात्र राम्रो गुणस्तर प्रदान गर्न सकियो भन्ने हुन्छ ।

### गुणस्तर मापन कसरी ?

गुणस्तरीयताको मापन कसरी गर्ने भन्ने सन्दर्भमा धेरैको आ-आफ्नै तरिकाले नाप्ने परिपाटी रहीआएको छ । आदर्शवादीहरूले गुणस्तरको मापन व्यक्तिको आफ्नो परंपरागत दक्षता (cultural competence) जे बुझेको छ त्यसैलाई आधारमानी छिनोफानो गर्ने परिपाटी रहेको पाइन्छ । थप्ता विचार ग्रहण गर्ने मध्ये (Strahle, Sundgren / Walch 1989 Sjoberg 1993 / Karrby 1986) लाई लिइन्छ भने गुणस्तरको मापनमा संख्यात्मक रूपले मापन गर्न सजिलो किसिमको सूचक तयार गर्ने विचार दिनेहरूमा Broberg (1989) Sundell & Lundstrom (1991) छन् ।

यसै सन्दर्भमा Quality मापनलाई भित्री र बाहिरी आयाम (Outer and inter dimension) (जसलाई surface quality / in-depth quality पनि भनिन्छ) बाट पनि गरिन्छ । यसै सन्दर्भमा Lilian G Katz ले Quality assess सम्बन्धमा विभिन्न Literature अध्ययनको सिलसिलामा Quality assess गर्ने पक्षहरूलाई निम्न चार पक्ष मध्ये Top down Perspective बाट हेरिनु पर्ने धारणा राखेको छ । तर यसलाई किन ध्यान दिने भन्ने भन्दा पहिला यी चार पक्षहरूको बारेमा छलफल गर्न उपयुक्त हुनेछ ।

### (a) Top down perspective on Quality

यसमा प्रौढ (adult) ले सम्बन्धित संस्था वा कार्यक्रममा निश्चित गरिएका विशेषता, संरचना र कार्यक्रम आफै कस्तो छ भनी हेरिन्छ । यस्ता विशेषता, संरचना र कार्यक्रम अन्तर्गत निम्न कुराहरू पर्छन् ।

- शिक्षक विद्यार्थी अनुपात ।
- कर्मचारीको योग्यता र स्थायीत्व ।
- विद्यार्थीलाई आवश्यक स्थानको क्षेत्रफल र वातावरणीय अवस्था ।
- आवश्यक वस्तु र सामग्री पाठ्यक्रम र शैक्षिक सामग्रीहरूको यथेष्टता र ती वस्तु सामग्रीको गुणस्तरीयता ।
- विद्यार्थीलाई पुरादो शौचालय, पानी, विद्युत, हावा र सुरक्षात्मक (Safty) प्रबन्ध ।
- स्वस्थकर वातावरण र नियम ।
- शिक्षक विद्यार्थीको अन्तरक्रिया र सम्बन्धको विशेषता ।

### (B) Bottom up Perspective on Quality

यसमा बालवातिका आफै त्यस संस्थाबाट कस्तो अनुभव गर्ने गर्दछ भन्ने कुरालाई ध्यान दिएर (Quality measure) गरिन्छ हुनत यस पक्षबाट Quality measure गर्न कठिन भएतापनि यो एक अति आवश्यकीय पक्षहरू हो जसले लक्षित समूहको अनुभवलाई बढी ग्राह्यता दिइन्छ । यस प्रकारले quality measure गर्दा लक्षित समूहसँग बारम्बार



बसेर तिनीहरूसंग गरेका अन्तरक्रियाको आधार लिनु पर्छ । यसका लागि सम्बन्धित क्षेत्रमै holder logical method बाट मात्र आवश्यक सूचना संकलन गर्न सकिन्छ । यसका लागि निम्नानुसार Guide को माध्यमबाट उनीहरूको अनुभव संकलन गर्न पर्दछ ।

- के कक्षा कोठा, स्कूल वा कार्यक्रम मेरो लागि हो वा कार्यक्रम सञ्चालकहरूको लागि मात्र हो ?
- के म यस भित्रका मध्ये एक हुँ वा म र मलाई पनि यहाँ मान्यता छ ?
- के मेरो कुराहरू यहाँ मान्य छ र बुझ्न कोसिस गरिन्छ वा उनीहरूकै कुरा मात्र सुन्ने र भने अनुसार गर्ने व्यक्तिको रूपमा मात्र म हुँ ?
- के मेरो कुराहरूलाईलाई संवेदनशिल र आदरपूर्वक लिएको छ ?
- मेरा साथीहरूले मलाई स्वीकारेका छन् वा दुत्कारेका छ ?
- के सबै गरिने कार्यहरू रमाईला छन् वा एकोहोरो र दिक्क लाग्दो छ ?
- के गरिने सबै क्रियाकलापहरू अर्थपूर्ण, सिजनात्मक र ज्ञानयुक्त छन् वा केवल जे भन्यो त्यही गर्ने किसिमका छन् ?
- के सबै कार्यहरू हामीलाई व्यस्त बनाउने बालक र सिकाइयुक्त छन् वा खाली एकैछिन रमाइलो उत्तेजनापूर्ण मात्र छन् ?
- के म प्रायः जसो खुशीसँग बस्न पाउँछु वा जाऊँ जाऊँ लाग्ने गरी बसीराख्नु परिरहेको छ ?

हुनत यी प्रश्नहरूको सकारात्मक उत्तरहरू नै गुणस्तरका कसी हुन् तर यी सकारात्मक उत्तरलाई प्रभाव पार्ने तहका शिक्षक, घरायसी वातावरण र विद्यार्थीको उक्तथअजययिनथ आफैमा पनि भर पर्ने भएकाले नकारात्मक उत्तरका लागि शिक्षकको व्यावसायिक कार्यदक्षताले भूमिका खेल्छ । किनभने शिक्षक तथा कर्मचारीहरूको आफूमा भएका ज्ञान, सीप र सकारात्मक अनुभवलाई परिस्थिति अनुसार प्रयोग गर्ने दक्षता नभएको खण्डमा Quality ensure हुन सक्दैन ।

### (c) The outside inside Perspective on Quality

शिक्षक, अभिभावकको एक आपसको सम्बन्ध पनि गुणस्तर मापनको एक माध्यम हो । दुवै पक्षमा एक आपसमा सकारात्मक सोचाइ हुनु पर्दछ । यसर्थ विद्यालयको गुणस्तर मापन गर्दा निम्न प्रश्नलाई बढी याद गरी शिक्षक र अभिभावकको विचार लिनु पर्छ ।

- एक आपसमा सम्बन्ध आदरणीय छ वा नियन्त्रित र समर्पित छ ?
- खुलस्त भएर समस्या प्रस्तुत गर्न अनुभव आदान प्रदान गर्न चाहन्छ वा खुलेर कुरा नगर्ने, दोष थोपार्ने र भनाइको मान्यता नदिने गरिन्छ ?

#### (d) The inside perspective on Quality

संस्थाभिन्न रहेका कर्मचारीहरूको अनुभवको पक्षबाट पनि Quality measurement गर्न सकिन्छ । Edvardsson (1991) को भनाइमा निम्न पक्षलाई ध्यान दिएर गुणस्तर मापन गर्न सकिन्छ ।

- प्रतिस्पर्धात्मक वा सहयोगी ।
- अविश्वसनीय वा विश्वसनीय ।
- नियन्त्रित वा कदर (Respectful) ।
- बेवास्ता गर्नु, कुरा नमान्ने वा कुरा सुनेर ग्रहण गर्ने ।

हाम्रो स्थितिमा निजी विद्यालय होस वा समुदायिक विद्यालय Top down perspective को आधारमा मात्र हेर्दा पनि quality education सन्दर्भमा प्रश्न चिन्ह खडा भएको अनुभव गर्न सकिन्छ । यदि quality education नै प्रदान गर्ने हो भने । हालसम्म हामीले निजी विद्यालयको गुणस्तरीयता प्रशस्त छ भन्ने आधार Gummesson को भनाइसँग सहमत रहेको पाउँछौं । Zithaml et al (1990) को पाँच आयाम र Lilian Katz (1992) को चार perspective मात्रबाट गुणस्तर मापन गर्न खोज्यौं भने यिनीहरूका गुणस्तरमा अझै प्रश्न खडा हुन सक्ने सम्भावना त यी विद्यालयहरूमा छँदै छन् । तर पनि सामुदायिक विद्यालयहरू गुणस्तरलाई materialistic view अपनाएर Indicator develop गरी गुणस्तर मापन गर्न खोजिएको सन्दर्भमा पनि Input र process को असमान्यता र Input भित्रै पनि Holistic implication नभएको कारणले in-depth quality प्राप्त गर्न असमर्थ भै रहेको पाउँछौं । उदाहरणको लागि Top down perspective बाट नै गुणस्तर हेर्ने हो भने एकातिर Input क्षेत्रमा नै त्रुटि देखिएको छ जस्तै । (Teachers qualification student ratio, availability of teaching materials, teaching qualification & permanency) को प्राप्यता छैन भने अर्कोतिर inside perspective on quality मा पनि नकरात्मकता बढी देखिन्छ । हुन त व्यावहारिकतालाई हेर्दा Top down perspective लाई बढी समेट्नु पर्ने धारणा रहेको सन्दर्भमा हालसम्म शिक्षा क्षेत्रमा Input नगएको त हैन तर पनि holistic way बाट गएको पाइँदैन केवल Training, Physical facilities, curriculum & related materials र incentives को रूपमा Input त दिएको पाइन्छ । यति हुँदा हुँदै पनि एकातिर ती input को लागि process गर्न अन्य प्लगत हरूले पनि त्यति नै प्रभाव पार्ने भएकोले ती कुराहरूमा यथेष्ट ध्यान नदिँदा Quality सम्बन्धी सधैं चर्चा आइरहनु स्वाभाविक पनि हो भने अर्कोतिर दिएका Input कै पनि Quality सम्बन्धमा रहेको प्रश्न चिन्हले अझै बृहत चर्चा हुनु एक अन्य कारकतत्वको रूपमा खडा भएको पाइन्छ ।

अन्त्यमा Quality ले level of excellency प्रदान गर्नका लागि Quality learner, Content curriculum, teacher, instruction, environment, process, focus हरूमा जवाफ देहिता हुनुपर्दछ ।

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निजी क्षेत्रको संलग्नताबाट सार्वजनिक सेवामा प्रभावकारीता र सक्षमता ल्याउने कुराबाट यो निजीकरणको अवधारणा निर्देशित भएको पाइन्छ (Acevedo, 2002; Acharya, 2002)। अफ विधिस्टिकृत वा सुरक्षितमा भन्नु पर्दा निजीकरण भन्नाले, सार्वजनिक क्षेत्रबाट निरक्षरकारी क्षेत्रमा व्यवस्थापक, स्वास्थ्य र जवाफदेहीताको हस्तान्तरण भन्ने बुझिन्छ (Marsh, 1997)। प्रत्यक्षियामा सरकार वा अन्तरगतको निकटवाट भै रहेको कम्पनलाई निरक्षरकारी क्षेत्रमा स्थानान्तरण गरिन्छ। शैक्षिक क्षेत्र पनि सो निजीकरणको र विकेन्द्रीकरणको विश्वव्यापी अवधारणाबाट अलग हुन सक्ने कुरा भएन। शिक्षा क्षेत्रमा हाल नेपालको सन्दर्भलाई हेर्दा वृद्ध वट्टा प्रथमा विशेष चर्चा भएको सँगै निम्न। विकेन्द्रीकरणलाई शिक्षामा गणारमक संचारको महत्त्वपूर्ण रणनीतिक रूपमा लिइने गरिन्छ। निजी क्षेत्रको संलग्नताले शैक्षिक क्षेत्रमा प्रतिसर्धको स्थिति सृजना गरीगणस्तर बढाउनमहत्त्वपूर्ण योगदान गर्नको साथै सरकारी बोझ घट्छ भन्ने मान्यता छ। विकेन्द्रीकरणको अभिन्न अंगको रूपमा निजी क्षेत्रमा शैक्षिक संस्था खोल्न उदार नीति अवलम्बन गर्नुपर्छ, जसले गर्दा शिक्षण संस्थाहरू प्रशस्त मात्रामा खुल्ने छन्, प्रतिसर्धले गणारमक प्रशस्ती हुन्छ। उपभोक्ता (शिक्षा ग्रहण कर्ता) को लागि सर्वसुलभ र कम खर्चमा शिक्षा आर्जन गर्न पाउने हुन्छ। प्रतिसर्धले नयाँ प्रविधि र उत्पादको सृजना गर्दछ। कम नाफामा सेवा प्राप्त हुन्छ (MOE, 1997; MOES, 2003; NSAC, 1998)। अर्को पक्षको तर्फ छ। शिक्षाजस्तो संवेदनशील र सामाजिक तत्वलाई बजारमा छाड्नु हुँदैन। बजारले मूल्य निर्धारण गर्दछ भनी छाड्न कदापी हुँदैन। अ-स्वच्छ, प्रतिसर्धको संभावनाहरू प्रशस्त छन्, अस्वच्छ गठबन्धनका सम्भावना सानो भौगोलिक अवस्थिति भएको मूल्यकमा सँगैले हुने देखिन्छ। निजीकरण तर्फ शिक्षालाई

प्रयोग गरिएको छ। संगसंगै वा प्रत्यक्ष प्रत्यक्ष रूपमा लिइएको पाइन्छ। यस लेखमा निरक्षरकारी क्षेत्र र निजी क्षेत्रलाई एकै अर्थको रूपमा (World Bank, 1995)। सरकारी क्षेत्रमा अन्य क्षेत्रको चर्चा गर्दा संदर्भअनुसार निजी क्षेत्र र निरक्षरकारी क्षेत्रलाई भिन्नव्यतीताको सिद्धान्तलाई राम्रोसँग व्यवहारमा उतार्न निजी क्षेत्र सफल भएको प्रशस्त उदाहरणहरू भेटिएको छन्। शैलीहरू अन्यक्षेत्रहरूको लागि पनि अनुकरणीय हुँदै आएका छन्। Mini-Max को अर्थशास्त्रको आर्थिक रणनीतिक रूपमा अभिगार गरिन्छ। यहि अवधारणामा निजीकरण पनि समेटिएको छ। निजी क्षेत्रको व्यवस्थापनको छ। आजको एककडसँगै सल्लाहको प्रारम्भमा, विषय व्यापी रूपमा नै विकासमा विकेन्द्रीकरणको माध्यमलाई प्रमुख रूपमा निजी क्षेत्र, निरक्षरकारी क्षेत्र र स्थानीयकरणको अवधारणा आजको समसामयिक विश्वमा अभ्यासमा आइरहेको अत्यधिक बोझ थान्नसक्ने अवस्था सृजना भयो। सरकारको सशक्त आलोचना हुन थाल्यो। फलस्वरूप विकल्पको संसारमा देखापरेको नयाँ ज्ञान र प्रविधिका विकासका कारणले सरकारको कार्य क्षेत्र व्यापक हुँदै जाँदा सरकारले कामको पुर्वाञ्चन गर्न सेवा र सुविधा लगायत विकासका काममा सरकारले नै चासो लिन पर्ने मान्यता र वास्तवतामा थियो। नभएको बेला निजी क्षेत्र, अन्य निरक्षरकारी क्षेत्र र स्थानीय सरकार निजीकरणले पनि सक्षम थिएनन्। जनतामा निजीकरण अर्थशास्त्रबाट आएको अवधारणा हो। यो बजार संयन्त्रमा आधारित अवधारणा हो। बजार संयन्त्र सशक्त

वर्तमान अवस्थाको सामान्य विवेचना गर्दै भविष्यको दृष्टिकोण कस्तो हुने सो को बारेमा समेत चर्चा गरिएको छ।

यस लेखमा निरक्षरकारी क्षेत्रको राष्ट्रिय विकासमा योगदानका बारेमा सैद्धान्तिक र धारणागत चर्चा गरिएको छ। उक्त

भोजराज शर्मा कान्छे

## निजीकरणको सैद्धान्तिक पृष्ठभूमिमा, नेपालमा शिक्षक तालिममा निरक्षरकारी क्षेत्रको भूमिका

अग्रसर गराउने भनेको सरकारी निकाय आफ्नो दायित्वबाट पन्छिने मात्र हो । यसले समाजमा वर्ग विभाजनको खतरनाक असर पार्दछ (MOE, 1997) (MOES, 2004; NPC, 2059) ।

निजी क्षेत्रको सरकारी क्रियाकलापमा वा सरकारले गर्दै आएका काममा संलग्नताका फाइदा र बेफाइदा दुवै छ । यस सम्बन्धमा तुलनात्मक विश्लेषण हेर्दा;

### बेफाइदाहरू

- एकाधिकार कायम हुन्छ ।
- सरकारको सामाजिक जवाफदेहिता हराउँछ ।
- समानताको अवधारणा व्यर्थ हुन्छ ।
- प्रतिस्पर्धा व्यापक हुन नसकेमा सेवामा गुणस्तर हराउँछ, भ्रष्टाचार बढ्छ । मूल्य घटनाको साटो बढ्ने हुन्छ ।

### फाइदाहरू

- सार्वजनिक क्षेत्रको बोझ घटाउँछ ।
- अनुत्पादक क्षेत्रमा सार्वजनिक खर्च गर्ने प्रवृत्ति घटाउँछ ।
- पुँजी बजारमा उपभोक्ताहरूमा जागरण र चेतना ल्याउँछ ।
- आर्थिक गतिविधिमा निजी क्षेत्रको संलग्नता बढ्दा निस्क्रिय पुँजी रहने सम्भावना कम हुन्छ ।
- बजारमा प्रतिस्पर्धाको सृजना गरेर सेवामा गुणात्मकता ल्याउँछ ।
- उपभोक्ता वा सेवाग्राहीमुखी प्रवृत्ति जगाउँछ ।
- सार्वजनिक क्षेत्रलाई सतर्क रहन, व्यावस्थापकीय सुधार गराउन बाध्य गराउँछ ।
- हरेक क्षेत्रमा कर्मचारीतन्त्रको हस्तक्षेपलाई नियन्त्रण गर्दछ आदि ।

यसै पृष्ठभूमिमा दशौं योजनाले शिक्षाको समग्र विकास गरी गरीवी निवारणको लागि योगदान पुर्याउन विकेंद्रीकरणलाई मूल रणनीतिको रूपमा अंगिकार गरेको छ । दशौं योजनाअनुसार निजी क्षेत्र परिचालन गर्ने सम्बन्धी केही बुँदाहरू तल प्रस्तुत गरिएको छ (NPC, 2059) ।

उच्च शिक्षालाई लागत आपुरण पद्धतिमा विकास गर्ने व्यवस्थापन गर्ने । यसका निम्ति निजी र गैर सरकारी संस्थाहरूलाई लगानीको निम्ती वातावरण बनाउन प्रोत्साहन गर्ने । विश्वविद्यालयहरू क्षेत्रीय रूपमा विकास गर्ने, स्वायत्तता प्रदान गरी आत्म निर्भर हुने तर्फ प्रोत्साहन, सहयोग र उपयुक्त वातावरण बनाउने । विश्वविद्यालय शिक्षालाई खुला विश्वविद्यालय मार्फत संचालन गर्ने । खुला विश्वविद्यालयको स्थापना सरकारले लगानी गरी स्थापना गर्ने र क्रमशः स्वायत्त संस्थाको रूपमा विकास गर्ने रणनीति लिने । खुला विश्वविद्यालय मार्फत शिक्षा दिन सकिने जसले गर्दा स्रोत र साधन कम लाग्ने वा कम खर्चमा धेरैलाई शिक्षा दिन सकिने । अर्को तर्फ नेपालको भौगोलिक वनावट, सामाजिक संस्कार, पिछडिएको वर्गले दूर भाषाको माध्यमबाट घरै बसी शिक्षा आर्जन गर्न पाउने हुँदा अत्यन्त उपयोगी हुने (Tenth Plan, २०५९) कतिपय पिछडिएका र दुर्गम क्षेत्रबाट शहरी क्षेत्रमा उच्चशिक्षा अध्ययन गर्न आउन कठिनाई (आर्थिक कारणले) हुने सन्दर्भमा उपयोगी हुने कुरामा सन्देह गर्न सकिदैन पनि । नेपालमा अझै पनि कतिपय सामाजिक संस्कृतिमा र कंटीहरूलाई घरबाट बाहिर पठाउन (पढ्न) असजिलो मान्ने, प्रचलन विद्यमान रही रहेका



अवस्थामा यो पद्धति उपयोगी हुने । पिछडिएका समुदाय दलित, अति गरीबहरू कम खर्चमा नै आफ्नो घरमा बसेर सिक्न पाउने ।

नेपालमा उच्च माध्यमिक शिक्षाको व्यवस्था भएको डेढ दशक जति भै सकेको छ । प्रत्यक्ष रूपमा सरकारको संलग्नता ती उच्च माध्यमिक शिक्षामा देखिदैन । सबैजसो उच्चमाध्यमिक विद्यालयहरू कि त समुदायको पहलमा संचालित छन् कि त निजीक्षेत्रको लगानीमा, दशौं योजनाले सरकारले प्रवर्द्धनकर्ताको रूपमा प्रत्येक २०५ वटा संसदीय निर्वाचन क्षेत्रमा एक एक वटा उ.मा.वि. नमूनाको रूपमा खोल्ने कार्यक्रम राखेको छ ।

माध्यमिक विद्यालय लगायत नि.मा. र प्रा.वि.हरू जुन सरकारी लगानीमा संचालित छन् क्रमशः समुदायलाई हस्तान्तरण गर्ने कार्यक्रम रहेको छ । यसरी सरकारी नियन्त्रणकारी व्यवस्थापकीय प्रक्रियालाई विद्यालय र समुदायमा आधारित व्यवस्थापन प्रणालीको विकास गर्ने प्रयासलाई विकेन्द्रीकरणको अवधारणाको उच्च प्रयोगको रूपमा स्वीकार गर्न सकिन्छ ।

प्राथमिक शिक्षालाई बाल अधिकारको रूपमा विश्वव्यापी रूपमा स्वीकार गरिएको छ । अन्तर्राष्ट्रिय स्तरमा प्रतिवद्धताहरू पनि भएका छन् । नेपालले पनि यस दिशामा सिद्धान्तः स्वीकार गरी सकेको छ । कानूनी रूप दिन बाँकी छ । सबैको लागि शिक्षा भन्ने अन्तर्राष्ट्रिय अभियानमा ऐक्यवद्धता जनाएको पनि डेढ दशक वितिसक्न लागेको छ । विगतको दशकमा भएको यसक्षेत्रका प्रगतिहरूको समीक्षा गर्न डकारमा भएको सम्मेलनले ६ वटा उद्देश्यहरू निर्धारण गरेको थियो । ती उद्देश्यहरूलाई नेपालले पनि अक्षरसः स्वीकार गर्‍यो । नेपालको सन्दर्भमा कसरी व्यावहारिकरूपमा ती उद्देश्यहरू प्राप्त गर्न सकिन्छ वा कसरीसान्दर्भिक वनाउन सकिन्छ भन्ने बारेमा निकै ठूला प्रयासहरू, अन्तरक्रिया छलफल आदि भए र भइरहेका छन् पनि । नेपालले “सबैको लागि शिक्षा २०१५” नामक राष्ट्रिय कार्य योजना तयार गरेको छ । यसमा नेपालको सन्दर्भमा एउटा उद्देश्य मातृभाषामा शिक्षा संवन्धी बुँदा थपी सात वटा उद्देश्यहरू वनाइएको छ ।

उपरोक्त पृष्ठभूमिमा सबैका लागि शिक्षालाई सफल गर्न कार्यान्वयन तहमा काम गर्ने र गराउनेको महत्वपूर्ण भूमिका हुने कुरा सर्व स्वीकार्य नै मानिएको छ तर उपभोक्ता सँग वसेर काम गर्ने मानव संसाधन (शिक्षकहरू) को गुणात्मक पक्ष कोसंबन्ध कार्यक्रमको कार्यान्वयनको सफलता सँग गाँसिन पुग्दछ ।

गुणात्मक शिक्षाको निमित्त तालिम प्राप्त शिक्षक पूर्व शर्तको रूपमा लिइन्छ (MPLJ, 1999); MOES, 1996) । साथै सबैको लागि शिक्षाका उपरोक्त उल्लेखित छ वटै (थप एउटा नेपालको समेत गरी ७ वटाकै) उच्च सफलता प्राप्तिको लागि सबैभन्दा महत्वपूर्ण भूमिका गुणात्मक, तालिमप्राप्त र पेशाप्रति प्रतिवद्ध र समर्पित शिक्षकको हुन्छ । यिनै कुरालाई मनन गरी दशौं योजनाले योजना अवधीभरमा सबै विद्यालयतहका शिक्षकहरूलाई तालिम दिई सक्ने लक्ष्य राखेको छ । तर हाम्रो वर्तमान अवस्था कस्तो छ ? त्यता फर्केर हेर्दा सहज भन्ने देखिदैन ।

- श्री ५ को सरकारले भरखरै मात्र करिव १४ हजारको संख्यामा शिक्षकहरूको स्थायी नियुक्ती गरेको छ । ती मध्ये अधिकांश तालिम अप्राप्त छन् ।
- अध्यापन अनुमति पत्र प्राप्तलाई मात्र शिक्षकमा नियुक्ति गर्ने भनी, शिक्षा ऐन नियममा नै व्यवस्था भएको छ । शिक्षण अध्यापन अनुमति पत्र वास्तवमा त्यस प्रकारको व्यक्तिले पाउनु पर्ने हो जुन तालिम प्राप्त छ । तर समानतामा सकारात्मक विभेदीकरणको संवैधानिक प्रत्याभूति (धारा ११-३ को प्रतिबन्धात्मक वाक्य) को नाममा तालिम अप्राप्त महिलाहरूलाई अध्यापन अनुमतिपत्रको निमित्त उम्मेदवारी स्वीकार गरिएको छ । गुणात्मकताको निमित्त समानतालाई उभ्याइएको छ ।
- वर्तमान अवस्थामा कार्यरत शिक्षकहरू मध्ये तालिम अप्राप्त शिक्षक हरूको संख्या ५० हजार भन्दा वढी छ ।





उपरोक्त ऐतिहासिक घटना क्रमहरूले के बताएको छ भने शिक्षामा गैरसरकारी क्षेत्रको संलग्नता नेपालको मौलिकपना हो र गैरसरकारी क्षेत्रको संलग्नताले शिक्षामा गुणात्मक पक्ष र शिक्षाको पहुँचमा बल पुऱ्याउन महत्त्वपूर्ण योगदान गर्न सक्छ ।

यिनै पृष्ठभूमिमा नेपालमा प्रजातन्त्रको पुनर्स्थापना पछि गैरसरकारी क्षेत्रमा प्राथमिक शिक्षकहरूलाई तालिम दिने संस्थाहरू स्थापना गर्ने नीति बन्यो र करिब ५० वटा जति यस प्रकारका संस्थाहरू स्थापना भै सकेका छन् (Thapaliya, 2060 B.S) । डेढ दशकको अवधिमा उब्जिएका संस्थाहरूको अवस्था कस्तो छ । वर्तमान अवस्थामा यी संस्थाहरूले गुणात्मक र पहुँचको पक्षमा के कस्तो योगदान गर्न सकेका छन् र संभावना कस्तो देखिएको छ यस सम्बन्धमा विस्तृत रूपमा अध्ययन हुनु जरुरी भएतापनि हालसम्म आधिकारिक रूपमा अध्ययन भएको थाहा पाइएको छैन । तथापि अनौपचारिक चर्चा र अनुभवबाट संस्कारगत/भावनात्मक/मनोवैज्ञानिक, प्रशासनिक र नीतिगत, तालिमको प्रभावकारिता, शिक्षकहरूका पेशागत संघ संगठनको दृष्टिकोण र प्रतिवद्धता, तालिम प्राप्तलाई सुविधाको अवस्था/सुविधावढाउने जस्ता समस्याहरू अन्य क्षेत्रमा जस्तै यस क्षेत्रमा पनि देखिएका छन् ।

### अन्य हुन पर्ने यियो तर भएन ।

- शिक्षकहरूको शिक्षण सिकाई क्रियाकलापमा गरिने व्यवहारलाई सकारात्मक रूपमा बढावा गर्ने, y सिद्धान्त को प्रयोगगर्नको सट्टा x theory को उपयोग गरेको पाइन्छ । सूचना र प्रविधिको सशक्त माध्यमको रूपमा रहेका संचार माध्यमहरूले पनि व्यापक रूपमा नकारात्मक पक्षको चर्चा गर्ने गरेको पाइन्छ । सृजनात्मक, प्रवर्द्धनात्मक र अनुसन्धानका महत्त्वपूर्ण प्राप्तिहरूलाई प्रचार प्रशारमा ल्याउने गरेको पनि अत्यन्त कम पाइन्छ (McGim, 1999) ।
- शिक्षकहरूसँग सवन्धित पेशागत संस्थाहरूले दबाव र विरोधभन्दा सकारात्मक सुभाव, सृजनात्मक कार्यबाट सरकारलाई सहयोग गर्ने गरेको पनि कमै पाइन्छ ।
- विषयगत रूपमा स्थापना भएका शिक्षकहरूका संघ संगठनले पनि तालिमको निम्ति रचनात्मक भूमिका खेल्न सकेको पाइएको छैन । तालिमका प्याकेजहरूमा रचनात्मक सुभाव दिने, तालिम दिने संस्थाहरूको मूल्याङ्कन गरी गुणस्तरमा सहयोग गर्ने जस्ता पक्षमा सीमित रूपमा स्थापित भएका संस्थाहरू उद्भूत भएको पाइदैन ।
- विकासमा साभेदारी संस्थाको रूपमा विकास भएका गैर सरकारी राष्ट्रिय र अन्तर्राष्ट्रिय संस्थाहरू (NGOs/INGOs) ले पनि तालिमको गुणात्मक पक्षको कमै विश्लेषण गरेको पाइन्छ ।
- अध्ययन प्रतिवेदनहरूले शिक्षक तालिम प्राप्त हुनुपर्ने, सबै शिक्षकलाई तालिमको व्यवस्था अनिवार्य हुनुपर्ने, शिक्षण अध्यापन अनुमति पत्र (Lisencing) को व्यवस्थाको अनिवार्यता जस्ता कुरा धेरै गरेका छन्, कक्षा कोठाको शिक्षण सिकाई क्रियाकलापमा तालिमका सीप प्रयोगमा आउन नसकेको कुराहरू पनि छन् तर सुभावको रूपमा गैरसरकारी क्षेत्रको संलग्नतालाई कसरी प्रोत्साहन गर्न सकिन्छ भन्ने बारेमा मौन देखिन्छ ।
- विद्यालयहरूले तालिमको आवश्यकता छ भन्ने महसुस सम्म गर्न लागेका छन् (MOES, 2058-BS) । तर कस्तो प्रकारको तालिम, कुन कुन क्षेत्रमा सक्षमता बढाउने तालिम चाहिने हो सो विश्लेषण र पहिचान गरी माग गर्न सक्ने अवस्थामा पुगेको भने देखिदैन । परीक्षाको संस्कारले किचेको पठन पाठन प्रणालीमा कसरी परीक्षामा बढी पास गराउनसक्ने शिक्षक तयार गर्ने भन्ने साँच होला तर कसरी सिकाइलाई अर्थपूर्ण पार्ने भन्ने किसिमको तालिमी सक्षमताको माग भएको पाइएको छैन ।
- निजी विद्यालयहरूले पनि सरकारी वा गैर सरकारी क्षेत्रमा तालिमको आवश्यकता सम्बन्धी माग र दबाव सृजना गर्ने गरेको पाइदैन । उनीहरूकै पहलमा तालिम कार्यक्रम संचालन हुने गरेको अपवादकै रूपमा मात्र पाइने गरेको छ । जुन कुरा अन्य देशहरूको अवस्थासँग तुलना गर्दा आश्चर्य मान्नु पर्ने हुन्छ ।

- तालिमलाई बहुवाको पूर्वशर्त (Necessary condition) को रूपमा विकास गर्न सकिएको छैन ।
- अतः गैर सरकारी क्षेत्रमा तालिम प्रभावकारी हुनकोलागि शैक्षिक वजारमा परीक्षालाई भन्दा योग्यता र सीपलाई मान्यता दिने अवस्था विकास हुनुपर्छ । वजारमा क्षमता र सीपको कदरले परीक्षामा प्राप्त प्रमाणपत्रलाई पुनः चुनौती दिने वातावरण सृजना हुनुपर्छ । अनिमात्र शिक्षक तालिमलाई पूर्ण रूपमा गैर सरकारी क्षेत्रलाई छाड्न सकिन्छ । तर त्यो परिस्थिति आउनलाई कतिपखन पर्ने हो अनुमान सम्म गर्न सकिने अवस्था छैन ।
- शिक्षक ऊ आफैलाई शिक्षण सम्बन्धी गर्ने पर्ने क्रियाकलाप नगर्दा लज्जाबोध, हीनताभास, अपराधको अनुभूति नभए सम्म निजी क्षेत्रका संस्थाहरूबाट गुणात्मक तालिमको क्षेत्रमा धेरै ठूलो योगदान हुने आशा गर्न सकिदैन ।

दशौं पञ्चवर्षिय योजना, शिक्षा ऐन (सातौं संसोधन), स्थानीय स्वायत्त शासन ऐन, मध्यकातीन खर्च पुनरावलोकन संरचना, सबैको लागि शिक्षा कार्यक्रमको कार्ययोजना, माध्यमिक शिक्षा सहयोग कार्यक्रमसार्थ अन्य हालसालै कार्यान्वयनमा रहेका योजनाहरू, अध्ययन प्रतिवेदनहरूले दिएका सुझावहरूको कार्यान्वयनको अवस्था र हालसम्मको अनुभवलाई मनन गर्दा नेपालको शिक्षामा गुणात्मकता ल्याउन तदर्थवाद भन्दा क्रान्तिकारी प्रयास राष्ट्रियरूपमा दीर्घ अठोटको आवश्यकता देखाएको छ ।

विश्व एउटा गाउँ (global village) को रूपमा उदय भएको छ । हामीहरू दिन दिनै नजिकिदै छौं र एक अर्कामा निर्भरता पनि घट्दै गएको छ । विकासको निमित्त विकेन्द्रीकरण, निजीकरणलाई महत्वपूर्ण रणनीतिको रूपमा स्वीकार गर्ने मान्यताले अब बढी प्रश्रय पाउँदै आएको छ । शिक्षा क्षेत्रमा सरकारी क्षेत्रबाट निजी क्षेत्रमा स्वामित्व र व्यवस्थापकीय अधिकारको हस्तान्तरण गर्ने काम विश्वव्यापी रूपमै बढेको देखिदै आएको छ (McGim, 1999; Parajuli, 2002) । शिक्षामा निजीक्षेत्रको भूमिका प्रजातान्त्रिक र खुला समाजमा अब बढी सशक्त रूपमा देखिएको छ । यस सन्दर्भमा सरकारको भूमिकामा परिवर्तन भएको छ । सरकारी भूमिका पर्वद्वनकर्ता, नियमन कर्ता र सहजकर्ताको रूपमा विकसित हुँदैछ ।

शिक्षक व्यवस्थापनको मुद्दा नेपाल जस्ता विकासोन्मुख देशहरूमा गुणात्मक शिक्षाको प्रशंगसँग जोडेर चर्चामा आउनेगर्छ । शिक्षक नियुक्तिको लागि चाहिने आधारभूत योग्यता देखिनै शिक्षक व्यवस्थापन र गुणात्मक शिक्षाको चर्चा शुरु हुन्छ । यो मुद्दा नेपालको सन्दर्भमा यसका छमेकी मुलुकहरू र सार्क राष्ट्रहरूमा भन्दा पनि अबै बढी संवेदनशील छ । सामुदायिक विद्यालयमा शिक्षक व्यवस्थापन अबै पनि सरकारको मात्र दायित्व हो भन्ने भावनाबाट पृथक रहन सकेको छैन । शिक्षकहरू अभिभावक र समुदाय भन्दा प्रधानाध्यापक प्रति उत्तरदायी छन् । त्यसै गरी प्रधानाध्यापकहरू शिक्षा कार्यालय प्रति ।

## सुझावको रूपमा प्रस्तुत गर्न सकिने कुरा

- शिक्षणलाई भविष्यको पेशाका रूपमा अवलम्बन गर्न चाहनेहरूको निमित्त पहुँचको आवश्यकता छ । यो माध्यमिक विद्यालयको शिक्षा सरह उपलब्ध हुनुपर्छ । यसको निमित्त सरकारलेसरक्षकको भूमिका निर्वाह गर्न पिछडिएको समुदाय र केटीहरूकोलागि विशेष छात्रवृत्तिको व्यवस्था गर्नुपर्ने देखिन्छ । हालको प्रावधान अत्यन्त सीमित र अप्राप्त छ ।
- सरकारले वैदेशिक सहयोगको निमित्त शिक्षक तालिम कार्यक्रमलाई पहिलो प्राथमिकताका क्रममा राखिदिने जसले गर्दा गैरसरकारी संस्थाहरूलाई दाताहरू खोज्न सजिलो पर्ने हुन्छ । दाताहरू आकर्षित हुन्छन् ।
- अन्य क्षेत्रमा जस्तै यस क्षेत्रमा आशातित प्रगति प्राप्त गर्न किन सकिएको छैन भन्ने वारेमा शै. ज. वि. के. ले एक अध्ययन गर्नुपर्ने देखिन्छ । अध्ययनको आधार अन्य राष्ट्रहरूको अनुभव र नेपाली प्रशासनिक, सामाजिक/सांस्कृतिक वास्तविकताका आधारमा गरिनुपर्ने हुन्छ । निम्न अन्य आधारहरू पनि हुन सक्छन् ।



- Learning by doing – Learning in the job work लाई कसरी व्यवस्थित गर्न सकिन्छ ।
- Training in leave (Vacation)
- विद्यालयलाई नै Flexitime मा तालिम संचालन गर्ने संस्थाको रूपमा विकास गर्ने ।
- पाठ्यक्रम आफै Nepal based theory को आधारमा बनाउनु पर्ने र सरकारी क्षेत्रबाट अनुमोदन गर्नुपर्ने अवस्था आइ सकेको छैन तापनि यो अवस्थाको कल्पनानै गर्न नसकिने चाहि अवश्य होइन ।
- भोलि करारकामा विद्यालयहरू चलाउनुपर्ने आवश्यकता पनि छ । ज्ञान र सीपका नयाँ नयाँ मूल्य र मान्यताहरूलाई कार्य क्षेत्रमानै उतार्न विशिष्ट ज्ञान भएका विशेषज्ञको खाँचो पर्छ त्यसका लागि पनि निजी क्षेत्रका तालिम दिने संस्थाहरू विकास भैरहेका हुनु पर्ने हुन्छ ।
- पुराना शिक्षकहरूमा परंपरामा आधारित शिक्षण शिकाइको मूल्य र मान्यता परिवर्तन ल्याउन सजिलो अवश्य छैन । यसका निम्ति खुला छलफल र वहसका आधारमा एउटा कार्यगत योजनानै तयार गर्न पर्ने देखिन्छ ।
- यस्ता गैरसरकारी क्षेत्रका तालिम दिने संस्थाहरूले शिक्षकमा निम्न पक्षलाईकसरी प्रोत्साहन गर्न सकिन्छ भन्ने बारेमा संवेदनशील हुनुपर्छ ।
  - प्राविधिक र व्यवसायिक दक्षता वढाउने ।
  - Reputation बनाउन लगानी गर्ने ।
  - समुह र शिक्षणबाट सिक्ने ।
  - व्यक्तिगत पहिचान कायम राख्ने ।
  - आफ्नो कामलाई उजागर (Explore) गर्ने ।
  - सिकाइलाई जिवन्त राख्ने र पेशा प्रति समर्पित रहने
  - career goal बनाउने ।

### यस लेखले छलफलमा ल्याउन (उजागर) गर्न खोजेका ज्ञानका क्षेत्र :

- आधुनिक शैक्षिक विकासको महत्वपूर्णमाध्यम विकेन्द्रीकरण हो र विकेन्द्रीकरणको एउटा सशक्त पक्ष निजीक्षेत्र हो ।
- परंपरावादी Trickle down, centrally driven, cascade model, consultant driven शिक्षक तालिम modality मा परिवर्तनको आवश्यकता छ ।
- गुणात्मक शिक्षाको लागि निजी क्षेत्रका तालिम संस्थाहरूले महत्वपूर्ण योगदान गर्न सक्छन् तर सरकारले प्रवर्द्धनकर्ताको भूमिका निर्वाह गर्न सक्ने कुरामा जोखिम छ ।
- विद्यालय, स्थानीय निकाय, गैरसरकारी क्षेत्र र सरकारी प्रयासलाई उपयोग र सन्तुलन गरी शिक्षक विकास गर्नु अभै अध्ययनकै विषय भएको छ ।
- दाताको दवावका आधारमा कार्यान्वयनमा आएका परियोजना र कार्यक्रमलाई कसरी स्थानीय मागमाआधारित बनाउने अभै खोजको विषय छ ।
- शिक्षक तालिम केन्द्रिय खाका र योजनामा व्यवस्थित गरिएमा स्थानीय तहमा व्यवहारिक नहुन सक्छ । समय र ठाउँ लाई पनि विशेष महत्व दिनुपर्ने हुन्छ ।

- शिक्षक तालिम कार्यक्रम तालिम दिन प्रशिक्षकबाट प्रभावित भएको हुन्छ, सक्रियताको अभावको कारण हुने गरेको छ।
- प्रत्येक तालिमका व्याख्यानहरू अत्यन्त राम्रोसँग निर्माण गरिएका हुन्छन्। व्यापक क्षेत्र, ज्ञान, धारणाहरू समेटिएका हुन्छन्। तथापि स्थानीय परिदृश्य र आवश्यकता एवं वैज्ञानिक पक्ष (Pedagogical aspects) लाई भुलिएको हुन्छ।
- तालिम दिन सबै पूर्वनिर्धारित कार्यक्रमहरूमा स्वीकार्य नहुन सक्छन्। कुन परिदृश्यमा कुन कुन तत्वहरूले असर गरेको हुन्छन् ती तत्वहरू के के हुन पर्छन् लाई सोहीअनुसार तालिम व्यवस्था गर्नु नै सबभन्दा ठूलो चुनौती देखिन्छ।
- तालिमलाई शिक्षकको व्यापक र प्रोत्साहनकारी (incentive) को प्रयोग गर्ने, भित्र पक्ष र बाहिरी पक्षको धारणागत विचारलाई कम गरी समर्थन तालिम र सञ्चालनलाई शिक्षक तालिममा निरन्तर शिक्षाको रूपमा विकास गर्ने।
- शिक्षक नै समाजको आकांक्षा र विद्यार्थीहरूको उपलब्धि (outcome) लाई जोड्ने गर्ने तत्व हुन्। नेपालमा यो अवस्था कम्जोर छ। शिक्षक तालिमको सर्वव्यापी स्वीकार्य नियम हुन्।
- कसरी सैद्धान्तिक ज्ञानलाई कक्षा कोठामा व्यवहारिक क्रियाकलापमा हस्तान्तरण गर्ने, मान्यता थप गर्ने भन्ने कुरा नेपालको शिक्षक तालिमको सन्दर्भमा सबै भन्दा चुनौतीपूर्ण छ।

## निकाय

निजी क्षेत्रको संलग्नता शिक्षा लगायत अन्य क्षेत्रमा विशेषरूपमा निकै तीव्र गतिमा बढ्दै आएको छ। नेपालमा निजी क्षेत्रको प्रयासमा तालिमको माग (Training demand) र विस्तार, कम्प्युटर, भाषा, वजार, व्यवस्था, पत्रकारिताजस्ता क्षेत्रमा व्यापक हुँदै गएको छ। तापनि तालिमको सन्दर्भमा नयाँ नै हो। सरकारले गर्नुपर्ने मुख्य कामहरू आन्तरिक शान्ति सुरक्षा, सामाजिक लगायत अन्य क्षेत्रमा विशेषरूपमा निकै तीव्र गतिमा बढ्दै आएको छ। नेपालमा निम्नवर्गी सरकारी हुनुपर्ने हुन्छ। यस सन्दर्भमा त्यस्ता तालिम केन्द्रहरूबाट तालिमको विकास गर्न सकिने अवस्था शैक्षणिक आधार, हलसम्मको अनुभव र हाथो वास्तविक अवस्थाले पनि देखिन्छ। शिक्षकलाई तालिमदिने दक्षिण सरकारकोमात्र हो भन्ने परम्परामा परिवर्तन आएको छ। व्यक्ति, व्यक्ति समूह वा गैर सरकारी संस्थाहरूबाट शिक्षामा लगानी गर्ने प्रवृत्ति बढ्दै गए अनुसार तालिम दिन संस्थाहरूमा लगानी गर्ने चलन पनि विस्तारै बढ्दै गएको छ। यसरी अवसरहरू बढी हुँदा सहभागीता बढ्छ (Equity) प्रतिस्पर्धाले तालिमको लागत घटाउनुपर्ने संभावना बढाउन पर्ने मान्यता रहन्छ। तर समतालाई बढावा गर्ने सरकारले त्यस्ता संस्थालाई Subsidised गर्नुपर्ने हुन्छ। सरकारी लगानी subsidiary, infrastructure र equipment को लागिमात्र हुन सक्छ।

अतः एव विद्यालयमा शिक्षणको निम्न तालिमलाई पूर्व सर्तको रूपमा स्वीकार गर्ने नसक्ने, तालिम प्राप्त शिक्षक नियुक्तिलाई अनिवार्य गराउन नसक्ने, सीप युक्त प्रशामा प्रतिबद्ध र समर्पित शिक्षकलाई उपलब्ध कदम गर्ने नसक्ने, परीक्षा प्रणालीको दृढतालाई हरेक क्षेत्रमा महत्त्व दिने, त्यही प्रणालीलाई विद्यालय तहको प्रतिस्पर्धाको मापदण्ड बनाउने अवस्था रहेसम्म निजी क्षेत्रका तालिम दिन संस्थाबाट धेरै ठूलो आशा गर्ने सान्दर्भिक होला जस्तो देखिन्छ। राष्ट्रको समय क्षेत्रमा चेतनाको स्थिति उच्च भएपछि सरकारी तालिमको देशको सार्वभौमसत्तालाई निरन्तर र अग्रणी राख्न मूलतः (१) समसामयिक कानून र नीति नियम निर्माण, (२) मुद्रा (आर्थिक नीति) व्यवस्था (३) सुरक्षा (शान्ति र सुरक्षा, व्यक्तिगत जीवन, धन र कीर्तिको रक्षा समेत), (४) परराष्ट्र सम्बन्ध केन्द्रीकृत परिचालन जस्ता कार्यहरूमात्र गतिविधिको नियमन गर्ने मात्र हुनेछ।



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## शिक्षामा लगानी (Financing of Education)

मुकुन्दमणी खनाल\*

### विषय प्रवेश

सार्वजनिक शिक्षाको खर्च कसले बेहोर्नु पर्ने हो त ? राष्ट्रले, समाजले, उद्योगले, व्यक्ति स्वयम्ले वा कसले ? यस प्रश्नको एउटै उत्तर पाइदैन । तसर्थ शिक्षामा लगानी गर्ने एउटै आधार भेटिदैन । शिक्षाले निजी लाभ (individual benefit) दिने हुदाँ शिक्षाको लागानी पनि निजी स्रोतबाटै हुनुपर्दछ भन्ने तर्क कम बलियो छैन । अर्कोतिर शिक्षालाई सामाजिक लाभ (social benefits) सँग गाँस्नेहरूको संख्या पनि प्रसस्त पाँइन्छ । यिनीहरूको तर्क समाजमा अपेक्षित परिवर्तन शिक्षामा लगानीको स्वरूपले निर्धारण गर्दछ भन्ने पाँइन्छ । शिक्षामा कति खर्च गर्ने, कसको लागि गर्ने, किन खर्च गर्ने र त्यसको प्रतिफल के हुने जस्ता अहम् सवालहरू (जसलाई एउटै उत्तरमा समेट्न कठिन हुन्छ ।) शिक्षामा लगानीका जल्दावल्दा विषयवस्तुहरू हुन् ।

शिक्षा वास्तवमा बढोत्तरी उद्योग (growth industry) हो । यसले अर्थ व्यवस्था (economy) को लागि आवश्यक जनशक्ति (human resource) र सेवा (service) उपलब्ध गराउँदछ । अरु उद्योग धन्दा जस्तै शिक्षाले पनि कूल राष्ट्रिय उत्पादन (gross national product) मा उल्लेखनिय योगदान (contribution) पुऱ्याउँदछ । यस सम्बन्धमा Johns & Morphet(1975) भन्दछन् कि उद्योग व्यवसायीले जस्तै शैक्षिक नेतृत्व लिएकाहरूले शिक्षामा लगानी बमोजिम यी यी गुणस्तरीय वस्तुहरू उत्पादन भएका छन् र यिनीहरूले तत् तत् ठाँउमा शैक्षिक लाभहरू बाँडिरहेका छन् भनेर भन्न किन सक्दैनन् ? उनीहरू थप्छन् कि शिक्षाको उद्देश्य भनेकै जनशक्तिको उत्पादन (human resource production) र उनीहरूको विक्री (sales) दर बढाउँदै लैजानु हो । यसो हुँदा व्यक्ति, समाज र राष्ट्रलाई उत्तिकै लाभ पुगिरहेको हुन्छ । उल्लिखित कुराहरूलाई सरसर्ति विश्लेषण गर्दा सार्वजनिक स्रोतलाई नै शैक्षिक लगानीको प्रमुख स्रोतको रूपमा लिनु पर्ने रहेछ भन्ने तर्क बलियो रूपमा देखा पर्दछ ।

अधिकांश विकासोन्मुख मुलुकहरूमा सार्वजनिक शिक्षाको खर्च जुटाउन राज्यको ढुकुटी नै प्रयोग गरिएको पाइन्छ । नेपाल पनि अपवाद बन्न सक्ने छैन । हरेक नागरिकको शिक्षा पाउने अधिकार हो र शिक्षा दिने दायित्व राज्यको हो भन्ने कुरा सामान्य नागरिक देखि उच्च राजनैतिक वृत्तसम्म उस्तै पाइन्छ । तथापी संसारका सबै राष्ट्रले सबै नागरिकलाई सबै किसिमको शिक्षा दिन तम्सिएनन् । कसैले प्राथमिक शिक्षा, कसैले माध्यमिक शिक्षा त कसैले उच्च माध्यमिक शिक्षा सम्म सरकारी स्रोतबाट उपलब्ध गराउने गरी आफ्नो दायित्वको सीमा कोरे । आधारभूत तहमा सरकारी लगानी बढाउने र अन्य तहमा सरकारी लगानी घटाउँदै जाने नीति एउटा साभा (common) नीतिको रूपमा आयो । फलस्वरूप लोक कल्याणकारी राज्यव्यवस्थाले सामाजिक लाभको सिद्धान्त (The eclectic principle) अनुरूप शिक्षामा लगानी गर्नु पर्दछ भन्ने अवधारणाते व्यापकता पायो । तर सिकेका ज्ञान (knowledge) र सीप (skills) को

\* शाखा अधिकृत, शिक्षा विभाग



फाइदा सिक्नेले बढी लिन्छ, त्यसैले शिक्षार्थी स्वयम्को शिक्षामा लगानी हुनुपर्दछ भन्ने मान्यता राख्नेहरूका लागि सामाजिक लाभ (social payoff) को सिद्धान्तले पूर्ण रूपमा समेट्न सकेन ।

शिक्षामा लगानी कसले गर्ने भन्ने बहस (discourse) चलिनै रह्यो । सैद्धान्तिक रूपमा शिक्षामा लगानीलाई दुईवटा मार्ग (approach) को रूपमा विश्लेषण गरियो । ती मार्गहरू हुन्:

- लगानीको आपूर्ति मार्ग (supply side financing approach)
- लगानीको माग मार्ग (demand side financing approach)

लगानीको आपूर्ति मार्गमा शिक्षाको अधिकांश प्रत्यक्ष खर्चहरू (जस्तै: विद्यालय भवन, शिक्षक तलव भत्ता, प्रशासनिक खर्च, मसलन्द आदि) सरकारी कोषबाट बेहोरिन्छ । शिक्षाको माग र आवश्यकताको पहिचान पक्षमा त्यति ध्यान दिइदैन । यस प्रणालीमा शिक्षकको तलव भत्ता दक्षतामा आधारित (performance based) नभई नियुक्ति पाएपछि स्वतः वेतनको भागीदार हुन्छ । यस प्रणालीका केही दुर्गुणहरू छन्:

- साधन स्रोतमा समाजका सबै सदस्यहरूको समान पहुँच नहुन सक्छ ।
- लक्षित समूह छुट्न सक्दछ ।
- क्षेत्रीय असन्तुलन हुन सक्दछ ।
- लागत-कार्यकुशलता प्रभावकारी नहुन सक्छ ।
- बढ्दो शैक्षिक खर्च सरकार एकलैले धान्न नसक्ने अवस्था सृजना हुन सक्छ ।
- स्रोतको समूचित उपयोग नहुन सक्छ ।
- उपलब्ध स्रोत र साधन प्रति सामाजिक अपनत्वको भावना कम हुन सक्छ ।

लगानीको माग मार्गमा सरोकारवालाहरूले लागत प्रतिफल (cost-benefit) विश्लेषण गरी व्यक्ति, घरपरिवार र समुदायले शिक्षण संस्थाको माग गर्दछन् । यस प्रणालीमा घरपरिवारले शिक्षाको प्रत्यक्ष खर्च जस्तै: शिक्षण शुल्क, किताब, कापी, कलम र गुमेको आम्दानी (opportunity cost) समेत बेहोर्दछन् । यस प्रणालीमा शिक्षाको लाभ व्यक्ति र समाजले प्राप्त गर्दछन् । शिक्षाको खर्चमा जनसहभागिता जुटाउन यो प्रणाली ज्यादै प्रभावकारी मानिन्छ । Patrinos and Ariasingam (1997) का अनुसार छात्रवृत्ति (stipend), सामुदायिक लगानी (community financing), लक्षित समूहका लागि छात्रवृत्ति (targeted bursaries), विद्यार्थी ऋण (student loan), एकमुष्ट छात्रवृत्ति (voucher), अनुदान (grant), सहूलियत (subsidy) आदि शैक्षिक लगानीका माग मार्गका साधनहरू (tools) हुन् । लगानीको माग मार्गका केही फाइदाहरू छन् । जस्तै :

- शिक्षा प्रणाली कुशल (efficient) हुन सक्छ ।
- यसले समताको सिद्धान्तलाई अंगिकार गर्दछ ।
- विकल्पहरूको छनोट गरी उत्तम विकल्प अपनाउन सकिन्छ ।
- शैक्षिक खर्च जुटाउन अभिभावक (parents) लाई आकर्षण गर्न सकिन्छ ।
- शिक्षण शुल्क घटाएर (positive discrimination) विपन्न वर्गलाई शिक्षामा समाहित गर्नसकिन्छ ।

- शिक्षाको गुणस्तरमा सुधार ल्याउन सकिन्छ ।
- जनसहभागिता जुटाउन सकिन्छ ।

शिक्षामा लगानीको माग (demand side financing) मात्र उपयोगी हुन्छ भन्न सकिन्छ, किनकी आर्थिक, सामाजिक, शैक्षिक तथा हरेक दृष्टिकोणले पिछडिएका वर्गले शिक्षाको महत्व नबुझेको हुन सक्छ । उनीहरूले शिक्षाको माग नगर्न पनि सक्छन् । यस्तो अवस्थामा उनीहरूको आवश्यकता पहिचान गरी शिक्षामा लगानीको आपूर्ति मार्ग अपनाउनु पर्ने हुन सक्छ । यस्ता कतिपय अवस्थाहरूलाई राज्यको दायित्व भित्र लिइन्छ । राज्यले यस प्रकारको लगानीमा लागत प्रतिफललाई गौण रूपमा लिन्छ । फेरि शैक्षिक लगानीबाट तत्कालै प्रतिफल प्राप्त नहुन पनि सक्छ र कतिपय प्रतिफलहरू अनुभव मात्र गर्न सकिने तर मापन गर्न नसकिने हुन सक्छन् ।

विज्ञान र प्रविधिको चमत्कारिक (miracle) विकासले मानिसलाई बढी उपभोक्तामुखी बनायो । नयाँ नयाँ ज्ञान र सीपको आवश्यकता र खोजी हुन थाल्यो । शुरु शुरुमा यस्ता नयाँ ज्ञान र सीपहरूको दुर्लभता (scarce) रह्यो । जसको प्राप्तीका लागि मूल्य चुकाउनु पर्ने भयो । फलस्वरूप जसले उपभोग गर्दछ उसले नै मूल्य चुकाउनु (user to pay) पर्दछ भन्ने मान्यता बस्यो । यसको प्रभाव शिक्षा क्षेत्रमा पनि प्रत्यक्ष रूपमा पर्यो । शिक्षाका प्राथमिक सरोकारवालाहरू (विद्यार्थी, अभिभावक, समाज) शिक्षाको खर्चमा साभेदार हुनुपर्दछ भन्ने बलियो तर्क अगाडि आयो । सोही सिलसिलामा शिक्षामा व्यावसायिक समाज (professional society), शिक्षार्थी (consumer), समुदाय (community), उद्योग (industry) र राज्य (state) को आपसी आवश्यकता र साभेदारिता (sharing) बाट शिक्षा खर्च जुटाउनु पर्दछ भन्ने दर्शन (philosophy) विकासोन्मुख मुलुकहरूमा फैलियो । यिनै परिदृश्यहरू बीच शैक्षिक लगानीका वैकल्पिक मार्ग (alternative approach to educational financing) को अवधारणा concept पनि आयो । ती अवधारणाहरू हुन् :

- सामाजिक माग मार्ग (social demand approach)
- मानव स्रोत विकास मार्ग (human resource requirement approach)
- प्रतिफल दर मार्ग (rate of return approach)

समाजको आवश्यकता, माग र सामाजिक कल्याणका आधारमा गरिने शैक्षिक लगानीको परिपाटीलाई सामाजिक माग मार्ग भनिन्छ । त्यसैगरी देश विकासमा भावी मानव स्रोतको आवश्यकता पहिचान गरी श्रमबजार (labour market) को मागको आधारमा गरिने शैक्षिक लगानीको परिपाटीलाई मानव स्रोत विकास मार्ग भनिन्छ । यस मार्गले माग (demand) र आपूर्ति (supply) को सन्तुलनलाई विशेष ध्यान दिन्छ । हुनत यस मार्गमा राज्यको दायित्व पनि गाँसिएको हुन्छ । उदाहरणको लागि देशलाई कस्तो प्रकारको जनशक्ति आवश्यक पर्दछ, स्वदेशी श्रमबजारको अवस्था कस्तो छ ? देशको शैक्षिक संरचना (educational structure) र लगानी (financing) को स्वरूप, जनसंख्या र जनशक्तिको अनुपात, अन्तर्राष्ट्रिय श्रम बजारको अवस्था, राष्ट्रिय अर्थतन्त्र, आदि कुराहरूको विश्लेषण गरी मानवस्रोत विकासका लागि शैक्षिक लगानी गरिन्छ । शैक्षिक लगानीलाई लागत-लाभ cost benefit को आधारमा विश्लेषण गरी उपयोगिता (utility) लाई समेत ध्यान दिई श्रमबजारको माग र पूर्ति (demand and supply) बीच सन्तुलन ल्याउन गरिने लगानीलाई प्रतिफल दर-मार्ग भनिन्छ । यस मार्गले सधैं प्रतिफललाई विश्लेषण गरी लाभको सिद्धान्त (benefit principle) मा आधारित भै शैक्षिक लगानी गर्नुपर्दछ भन्ने मान्यता राख्दछ । शैक्षिक खर्च निर्धारण गर्नका लागि प्रणाली विश्लेषण (system analysis) गर्न यो मार्ग ज्यादै उपयोगी मानिन्छ । शैक्षिक लगानीबाट के प्राप्त गर्ने



(output), कसलाई फाइदा पुग्ने ? व्यक्तिलाई वा समाजलाई (private or social return) र कसरी लगानी गर्ने (Cost sharing, subsidy or grant) जस्ता अहम् सवालहरूको लेखाजोखा गरी एउटा निर्णयमा पुग्ने हुँदा प्रतिफल दर मार्ग नीति निर्माण तहमा नीतिगत निर्णय लिन उपयोगी हुन्छ । समग्रमा भन्नुपर्दा शिक्षामा गरिने लगानीले प्रत्यक्ष रूपमा सामाजिक लाभसँग सरोकार राख्ने हुँदा कुनै एक पक्षमा केन्द्रीत रहेर यो नै उपयुक्त शैक्षिक लगानीको मार्ग हो भनी ठोक्नु गर्न कठिन पर्दछ । किनकी शैक्षिक लगानी त समय सापेक्ष, स्थान विशेष, श्रमबजारको माग, वर्तमान शैक्षिक संरचना, सरकारी प्राथमिकता आदिमा भर पर्ने रहेछ भन्ने कुरा माथि उल्लिखित चर्चाहरूबाट भल्कन्छ ।

## नेपालमा शैक्षिक लगानीको परिपाटी

नेपालको शैक्षिक लगानीको इतिहास अनुसार गुरुकुलिन शिक्षा पद्धतिमा शिक्षार्थी स्वयम्ले शिक्षाको खर्च जुटाउनु पर्दथ्यो । शैक्षिक लगानीको प्रमुख स्रोत घरपरिवार थियो । क्रमशः सिदा, चन्दा गुठी, सहुलियत, अनुदान आदि परिपाटीहरू क्रमिक रूपमा शैक्षिक लगानीका आधारहरू बन्दै आए । शिक्षाप्रति जनचासो बढ्दै गएपछि देशका विभिन्न ठाउँहरूमा जनताले आफू र आफ्नै स्थानीय स्रोतबाट खर्च ब्यहोर्ने गरी सामुदायिक विद्यालय (public school) हरू खोले । वि.सं. १९९६ मा जारी भएको शिक्षा इस्तिहारले विद्यार्थीको पढाई शुल्क (tuition fee) तोकिदिनका साथै एउटा निश्चित आधारमा विद्यालयलाई सरकारी सहयोग उपलब्ध गराउने कुरा उल्लेख गर्‍यो । तत् पश्चात सरकारले विद्यालयहरूलाई आर्थिक सहुलियत प्रदान गर्ने एउटा संयन्त्र बनायो । त्यो संयन्त्रको नाम शिक्षा प्रशासन रह्यो । सोही संयन्त्रअनुरूप विद्यालयहरूलाई एकमुष्ट आर्थिक सहयोग (block grant) उपलब्ध गराउने परिपाटी बस्यो र राष्ट्रिय ढुकुटी शैक्षिक लगानीको प्रमुख स्रोत बन्यो । सार्वजनिक शिक्षामा राज्यको दायित्व बढ्दै गयो । सन् १९५९-१९७० को बीचमा शैक्षिक संस्थालाई तीन प्रकारमा विभाजित गरी आर्थिक सहयोग (financial support) गर्ने परिपाटी बस्यो । त्यसवखत विभाजित शिक्षण संस्थाहरू, पूर्ण सरकारी स्रोतमा सञ्चालित शिक्षण संस्था, एकमुष्ट रूपमा आर्थिक अनुदान पाउने शिक्षण संस्था र निजी स्रोतमा सञ्चालित शिक्षण संस्थाहरू थिए । वि. सं. २०२८ सालमा राष्ट्रिय शिक्षा पद्धतिको योजना लागू भएपछि विद्यालयहरू अघोषित रूपमा सरकारीकरण भए । शिक्षाको ठूलो खर्च सरकारी काँधमा आयो । शहर देखि गाउँसम्म खुलेका सबै विद्यालयहरूलाई राष्ट्रिय ढुकुटीको समान हिस्सेदार बनाइयो । हुनत योजनाले स्थानीय स्रोतलाई पन्छाएको भने होइन । तथापी समुदायले विद्यालयबाट आफू विस्थापित भएको महशुस गर्‍यो । फलस्वरूप समुदायको सहयोग घट्दै गयो । शिक्षाको बढ्दो माग (rising demand for education) संग सरकारी खर्च अपुग हुदै गयो । विद्यालय शिक्षाको निम्ति सरकारी स्रोत पूर्णतया तलव भत्तामा खर्च हुने हुँदा शिक्षाको गुणस्तर विकास गर्नका लागि वैकल्पिक स्रोतहरू खोज्न थालियो । शिक्षामा दीर्घकालीन लगानीका लागि दिगो स्रोतको महशुस गरियो । सार्वजनिक विद्यालयलाई सामुदायिक विद्यालयको अवधारणा अनुरूप अधि सारियो । राष्ट्रिय कोष, समुदाय, घरपरिवार, शिक्षार्थी र विकास साभेदार (Development partner) हरूलाई शिक्षा खर्चको साभेदार बनाउने अवधारणा आयो । यस अवधारणालाई शिक्षा खर्चको साभेदारिता (cost sharing in education) नामाकरण गरियो । सोही अवधारणा वमोजिम वि. सं. २०५८ साल माघ २५ गते शिक्षा ऐनको सातौं संशोधनले सामाजिक लाभको आधारमा शैक्षिक खर्च विश्लेषण गरी प्राथमिक तह सबैका लागि निःशुल्क र अन्य तहमा तोकिएवमोजिमको शुल्क लिने स्पष्ट प्रावधान ल्यायो । यसका अतिरिक्त उक्त संशोधनले सरकारी अनुदान पाउने विद्यालयलाई सामुदायिक विद्यालय (community school) र निजीस्रोतमा सञ्चालित विद्यालयलाई संस्थागत विद्यालय (institutional school) को रूपमा परिभाषित गर्‍यो । नेपालको उल्लिखित शैक्षिक लगानीको परिदृश्यहरू केलाउदा लगानीको दृष्टिकोणले दुईवटा परिपाटीको निरन्तरता देखिन्छ । पहिलो: सामुदायिक विद्यालयको क्रमिक सरकारीकरण र दोस्रो: निजी स्रोतमा

सञ्चालित विद्यालयहरूको क्रमिक निजीकरण । शिक्षण संस्थाहरूको सरकारीकरणले गर्दा शैक्षिक खर्च शून्य लागत आपुरण (zero cost recovery) पद्धतिमा केन्द्रित रहेको पाइन्छ । सुन्य लागत आपुरणमा घरपरिवार (household) र शिक्षार्थी (student) बाट शैक्षिक खर्च जुटाइदैन । नेपालको सामुदायिक विद्यालय शिक्षा प्रणालीलाई शैक्षिक लगानीको दृष्टिकोणले सुन्य लागत आपुरणमा आधारित प्रणालीको रूपमा लिन सकिन्छ । हुन त प्राथमिक तहको शिक्षा बाहेक अन्य तहको शिक्षा लागत-आपुरण (cost recovery) मा आधारित हुने भन्ने स्पष्ट नीति एवम् कानूनी प्रावधान भएता पनि कार्यान्वयन पक्ष प्रभावकारी पाइदैन ।

नेपालकै सन्दर्भमा निजीस्रोतमा सञ्चालित विद्यालयहरूले शिक्षार्थी तथा घरपरिवारबाट शैक्षिक खर्च जुटाउँदछन् । यस प्रकारको पद्धतिलाई पूर्ण लागत आपुरण (full cost recovery) मा आधारित शैक्षिक प्रणाली मानिन्छ । उदाहरणको लागि आधारभूत तथा प्राथमिक शिक्षा कार्यक्रमको गुरुयोजना, सन् १९९७ (basic and primary education, master plan, 1997) का अनुसार सामुदायिक विद्यालयको कूल आम्दानीको १.२ प्रतिशत भाग मात्र शिक्षार्थी र घरपरिवारबाट जुटाइन्छ भने निजीस्रोतमा सञ्चालित विद्यालयहरूको खर्चको ९५.७ प्रतिशत शिक्षार्थी र घरपरिवारबाट जुटाउँदछन् । हुन त प्रस्तुत तथ्याङ्क प्राथमिक तहको शिक्षाको हकमा उल्लेख गरिएको हो ता पनि शिक्षार्थीको तिर्न सक्ने क्षमता (ability to pay), सामाजिक लाभ (social payoffs) र सरकारको प्राथमिकता बीच आपसी तालमेल मिलाई सकारात्मक विभेदीकरण (positive discrimination) अपनाउन सकिन्छ भन्ने कुरा इङ्गित गर्दछ । यस सन्दर्भमा भएको एक अध्ययनले नेपालमा सामुदायिक माध्यमिक विद्यालयको कूल शैक्षिक खर्चको भण्डै ५२ प्रतिशत भाग शिक्षार्थी, घरपरिवार, समुदाय, चन्दा दानदातव्य आदिबाट जुटाउने कुरा उल्लेख गरिएको पाइन्छ (METCON 1996) । यसलाई लागत-आपुरण सिद्धान्तको एउटा सकारात्मक पक्ष मान्न सकिन्छ ।

माथि उल्लेख गरिएका शैक्षिक लगानीका विभिन्न सैद्धान्तिक तथा व्यवहारिक पक्षहरू र प्रचलित परिपाटीहरूलाई समेत केलाउँदा सार्वजनिक शिक्षाको खर्च कसले, कति व्यहोर्ने भन्ने कुराको निष्कर्षात्मक पुग्न अझै थप छलफल (additional discourse) हुन आवश्यक देखिन्छ । वि.सं. २००७ सालमा नेपालमा प्रजातन्त्र आएपछि विद्यालयको प्रबन्धकीय खर्च विशेष गरी पढाई शुल्क, टोकुवा चन्दा, ऐच्छिक चन्दा आदिबाट जुटाइन्थ्यो । त्यसबखत पटक अनुदान (instalment grant) प्रचलित थियो । विस्तारै सरकारी लगानी बढ्दै गयो । अनि एकमुष्ट अनुदान (block grant) प्रणाली आयो । सरकारीकाषबाट शिक्षक तलबभत्ता र न्यूनतम मसलन्द खर्च बेहोरिने पद्धति आयो । उच्च शिक्षामा सरकारी लगानी घट्दै गए पनि विश्वविद्यालयले आन्तरिक स्रोत परिचालनबाट १० प्रतिशत खर्च पनि धान्न सकेन । निःशुल्क प्राथमिक शिक्षा, आधारभूत आवश्यकता परिपूर्ति कार्यक्रम आदि जस्ता कार्यक्रमहरूले राष्ट्रिय दुकुटीबाट शिक्षालाई थप स्रोत जुटायो । विभिन्न शिक्षा परियोजनाहरू सञ्चालित भए । राष्ट्रिय शिक्षा आयोग, २०४९ ले शिक्षा क्षेत्रको निम्ति कूल बजेटको १५ प्रतिशत रकम छुट्याउनु पर्ने कुरा सिफारिस गर्‍यो । सोही सिफारिस बमोजिम शिक्षा खर्च बर्षेनी बढ्दै गयो । त्यसपछि उच्चस्तरीय राष्ट्रिय शिक्षा आयोग, २०५५ ले कूल ग्राहस्थ उत्पादनको ३.४ प्रतिशत वा कूल सरकारी बजेटको १७ प्रतिशत शिक्षामा लगानी गर्न सिफारिस गर्‍यो । शिक्षा सम्बन्धी उच्चस्तरीय कार्यसमिति, २०५८ ले शिक्षण संस्थाहरूलाई एकमुष्ट अनुदान (block grant) दिनु पर्ने कुरा औल्यायो । यिनै आरोह अवरोह बीच शिक्षाको वित्तिय प्रणाली (education financing system) क्रियाशील रहँदै आएको पाइन्छ । शिक्षालाई विकासको मेरुदण्ड मानेर सरकारी, गैरसरकारी तथा विकास साभेदारहरूले शैक्षिक उन्नयनका लागि स्रोतहरू खन्याइरहेका छन् । हेरौं यसै सिलसिलामा विगत २/३ वर्ष यता शिक्षामा सरकारले गरेको लगानी बजेट बाँडफाँडको एक झलक तालिका १ मा ।



तालिका १: शिक्षामा बजेट बाँडफाँड (सन् २००१/०२ देखि २००३/०४सम्म)

क्र.सं.	बजेट शिर्षक	२००१/०२	२००२/०३	२००३/०४
१.	प्राथमिक शिक्षा	५५.४	५९.२	५८.४
२.	माध्यमिक शिक्षा	२१.१	२०.९	२०.४
३.	उच्च माध्यमिक शिक्षा	०.३	०.३	०.३
४.	अनौपचारिक शिक्षा	०.९	०.५	०.५
५.	महिला शिक्षा	१.९	१.३	१.०
६.	पाठ्यक्रम, पाठ्यपुस्तक तथा शैक्षिक सामग्री	१.४	०.६	१.१
७.	शैक्षिक प्रशासन	४.२	४.८	५.३
८.	छात्रवृत्ति तथा विद्यार्थी कल्याण	०.४	०.७	०.७
९.	उच्च शिक्षा	११.९	१०.२	९.८
१०.	प्राविधिक तथा व्यावसायिक शिक्षा	१.४	०.६	१.५
११.	खेलकुद तथा युवा	०.८	०.७	०.७
१२.	अन्य	०.२	०.२	०.४
१३.	सरकारी लगानी	८२.५	७९.२	७९.३

स्रोत: रातो किताब बर्ष २००१, २००२ र २००३ तथा कान्तीपुर दैनिक १९ चैत्र २०६० ।

तालिका १ अनुसार शिक्षा क्षेत्रको विकासको लागि सरकारले आधारभूत तहमा प्राथमिकता दिई उच्च तहमा सरकारी खर्च घटाउँदै लैजाने नीति अख्तियार गरेको पाइन्छ । कूल शिक्षा खर्चको पाँच भागको चार भाग सरकारी स्रोतबाटै बेहोरिएको दृष्यपनि तालिकामा प्रस्टिन्छ । शिष्यार्थी र घरपरिवारको खर्चको कुरा उठेको छैन । काठमाण्डौ एजुकेशन फाउन्डेसन (Kathmandu Education Foundation), सन् २००० ले गरेको अध्ययन अनुसार घरपरिवारले शिक्षामा आफ्नो आयको ४ प्रतिशत खर्च गर्दा रहेछन् । शिक्षा खर्चमा समुदायको तगानीको कुरा पनि छ । उक्त संस्थाकै अध्ययन अनुसार समुदायले शिक्षक तलब भत्ता र भौतिक सुविधामा खर्च साभेदारीता (cost sharing) गरिरहेका छन् भने घरपरिवारले शैक्षिक सामग्री, विद्यालय सञ्चालन खर्च र विद्यार्थी खर्चमा साभेदारीता गरिरहेका छन् । साभेदारीतामा कति हिस्सा रहन्छ भन्ने कुराको ठोक्नु अझै गर्न सकिदैन । यो पक्ष स्थान विशेष (contextual) हुन्छ ।

सरकारी खर्चको कुरा गर्दा सन् २००१/०२ देखि सन् २००३/०४ सम्म कूल बजेटको क्रमशः १४.१, १५.० र १५.१ प्रतिशत रकम शिक्षाको लागि छुट्याइएको पाइन्छ । विगत लामो समय देखि शिक्षामा कूल ग्राहस्थ उत्पादनको २.७

प्रतिशत खर्च गर्दै आएतापनि यो खर्च आदर्श विन्दु (optimum level) हो या थपघट हुन आवश्यक छु एकिन गर्न सकिदैन । फेरि घरपरिवार र शिक्षार्थी स्वयम्ले शिक्षामा गरेको खर्च जोड्ने हो भने कुल ग्राहस्थ उत्पादनको ठूलो भाग शिक्षामा खर्चिएको देखिन सक्छ ।

## निष्कर्ष

लोक कल्याणकारी राज्य व्यवस्थाले सामाजिक लाभको सिद्धान्तलाई आत्मसात् गरी शिक्षामा लगानी गर्नुपर्दछ भन्ने मान्यता रहँदा रहँदै सिकेका ज्ञान (learned knowledge) र सीपको फाइदा सिक्नेले बढी लिने हुँदा शिक्षार्थी (learner) स्वयम् शिक्षाको लगानीमा सामेल हुनुपर्दछ भन्ने तर्क बलियो हुँदै आएको पाइन्छ । राज्यले विकास खर्चको ७० प्रतिशत (बजेट बक्तव्य २०६०/६१ अनुसार) भाग वैदेशिक स्रोतमा भर पर्नु पर्ने आजको अवस्थामा परिवर्तन ल्याउन शिक्षामा दीर्घकालीन तगानीको लागि दिगो स्रोत खोज्ने पर्ने हुन्छ । यस सन्दर्भमा एकोहोरो सरकारी शैक्षिक खर्चले मात्र धानिन पनि संभव देखिदैन । यसका लागि लागत-आपुरणको सिद्धान्त एउटा दिगो उपाय हुन सक्छ । किनकि अवको उपभोक्तामुखी समाजमा सबैका लागि सबैतहको शिक्षाको जिम्मा सरकार एकलैले लिने सक्दैन । अर्थशास्त्रीय भाषामा जसरी वस्तुहरूको उत्पादन मानवीय सन्तुष्टिका लागि गरिन्छ त्यसरी नै शिक्षा पनि अर्थतन्त्रको त्यस्तो वस्तु हो, जसले मानिसलाई भावी सन्तुष्टि दिन्छ । यस अर्थमा शिक्षा एउटा आर्थिक वस्तु हो । अर्थशास्त्रले सिधा अर्थमा कुनै पनि आर्थिक वस्तु प्राप्त गर्न मूल्य चुकाउनु पर्ने हुन्छ ।

शिक्षामा लगानी कसले कति गर्ने भन्ने बहसको टुङ्गो लगाउन समय खर्चनु भन्दा शिक्षाको खर्चमा प्राथमिक सरोकारवालाहरूलाई साभेदार बनाउन सके व्यावसायिक समाज र उद्योगलाई समेत आकर्षित गर्न सकिने देखिन्छ । तसर्थ, शैक्षिक लगानीको कुनै एउटा पद्धति उपयोगी हुन्छ भनी त्यसैको विचार (thought) मात्र अनुसरण गर्नुभन्दा शैक्षिक लगानी त समय सापेक्ष, स्थान विशेष, श्रमवजारको माग, शैक्षिक संरचना, शिक्षाको प्रकार, सरकारी प्राथमिकता आदिमा भर पर्दछ भनी थप बहसका लागि मार्ग प्रसस्त गर्नु पर्दछ भन्ने मान्यतामा चर्चा परिचर्चा हुनु आवश्यक छ ।

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# **TRAINING IN NEPAL**

## **Status, Problems and Solutions**

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### **Present status of teacher training**

One of the recent visible major trends in the teacher training programme is the growing involvement of the MOES and its agencies in the actual implementation of the training programmes. Three central institutes are involved in the training of thousands of teachers every year. The Department of Education conducts short-term recurrent training for thousands of teachers. The Distance Education Centre has been providing training to thousands of teachers through the distance mode. The NCED is being developed as an apex institution to develop training policy, to develop training plans and to implement long-term training for educational managers, teachers and school heads. Secondary Education Development Centre is presently operating short-term training for the secondary teachers. In fact, MOES has a network of training centres which would include nine Primary Teacher Training Centres, twenty five Secondary Education Development Units and about 1300 Resource Centres. HMG/N MOES operates the whole net-work of teacher training centres on the foreign financial assistance. The total machinery of HMG/N teacher training has raised the issue of sustainability.

### **Problems in the teachers training programme**

The writer makes an attempt to describe the problem at its face value as well as the reasons associated with the problem. Problems surface because of some reasons and problems get aggravated if they are not solved in time. Following are some of the major problems.

### **Policy related problems**

A brief overview of the teacher training problem during the past three decades indicate one major problem related to teacher training:

- The government adopts one policy on teacher training. When the government faced the difficulty to implement the policy, it tried to adopt ways to distort the purpose of the policy. For example, when 10-month training was made mandatory, the government, during the Panchayat days, devised another policy which declared that

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150-hour training was adequate for primary teachers, and a massive 150-hour training programme was launched.

- The governments, after the reinstatement of democracy, reasserted that 10-month training was mandatory. It again devised another way to avoid the implementation of the policy by adopting the policy of 2.5 month as the mandatory training duration as alternative priority.
- The Seventh Amendment of the Education Act made teaching license a compulsory condition for the teacher to receive permanent tenure. The Act stated that only trained teachers could get the teaching license. When the teachers organizations raised opposition to such condition for persons working as temporary teachers in the schools, the government agreed to amend the regulation so that untrained teachers also would get the permanent license.

Adopting the training policy and diluting the policy by adopting another subservient policy has been the tradition in Nepal. Thousands of untrained teachers were given permanent tenure by political decisions during the past decade. In spite of the mandatory training requirement, there are thousands of untrained permanent teachers in the system. The government assumes the responsibility to train the untrained permanent teachers and devises new training modality that help train teachers in large quantity within a short time. NCED has devised in-service training for primary teachers with distance mode for 50 per cent of the training duration. NCED is planning to duplicate the same modality to train the untrained permanent secondary teachers.

### **Absence of teacher training policy to standardize the quality of teachers training**

On the basis of the opinion of the stakeholders, one can safely state that the general quality of all types of teachers training is not satisfactory. Private schools have stopped mentioning the training requirement when they advertise teacher vacancies. The academic achievements of the students in public school indicate that the presence of trained teachers has not shown any measurable positive role in maintaining and raising the achievement level of students. Quantitatively speaking, the pass-percentage of students majoring in "Education" or teacher training is among the lowest in PCL, HSEB and B. Ed. programmes. The level of academic achievement has not been satisfactory even in the in-service training programmes organized by the MOES. Neither the government nor T. U. has declared a policy framework to ensure the quality of teacher training. So far, both of these agencies have not yet specified the



indicators of quality. Both of these agencies have no mechanism to ensure the quality of training. The Teachers training programme is not an academic study. Professional training is the only purpose of teachers training. It is unthinkable to run a professional training with no mechanism to ensure the acquisition of teaching skill by the trainees. If skill training is the purpose of teachers training, TU, at present, does not possess the mechanism to ensure the quality of training. TU has started providing affiliations to private institutions to operate PCL and Bachelor level training without creating any mechanism to supervise the training programmes to ensure the quality. It appears, TU has not been able to ensure the quality of training to be provided to its graduates.

Besides TU, other universities also have started teachers training programme. The relatively new universities provide Bachelor degree in education without having even a Department or Faculty within the university. Some universities have even started B. Ed. programme in distance mode without creating a department of education. This sort of chaos has appeared because of the absence of any mechanism or system to maintain the quality of teacher training.

### **Problems related to organizational structure**

Mainly, there are two organizational structures for teachers training, one in the universities for pre-service training and the second one is in the MOES for the in-service training. In fact, TU has the largest organizational structure which operates the pre-service training programme in more than one hundred campuses and the level of training ranges from primary teachers training to the training to produce teacher trainers, experts in curriculum development and educational management. Professional leadership at the campus has become almost impossible. The teachers training programme has been converted into an academic study with the pedagogy and skill training largely missing.

The Ministry of Education which assumes the total responsibility to train the huge backlog of untrained teachers has developed four institutions to discharge this responsibility. MOES has four mutually independent institutions such as Secondary Education Development Centre (for secondary teachers training), Department of Education (for recurrent training), National Centre for Educational Development (NCED) (for long-term pre-service and in-service training of primary and secondary teachers training) and Distance Education Centre (for long-term in-service primary teacher training. The Department of Education uses Resource Centres for recurrent training. The SEDC uses SEDUs for the secondary teacher training. The NCED has nine Primary Teacher Training Centres to operate their training programmes. There is no mechanism to operate the different training programmes in a coordinated way

and almost all these institutions are dependent on foreign financial assistance for their operation.

### **Problems related to the misplaced foreign assistance in teacher training area during the past two decades**

Nepal had excellent foreign assistance system during the late fifties and the 1960's when US/AID was the sole agency to provide foreign aid to Nepalese education system. Their package of assistance included a complete human resource development programme, adequate financing for the development of physical facilities and expert advisors. The misplaced emphasis and incomplete assistance packages started with Bank loan programmes. The example of three ADB projects: Science Education Project (1980's), Secondary Education Development Project (1995) and Primary Education Development Project (1993). All these three projects were very weak in creating human resource or trained manpower to conduct quality training which was the main objective of these projects. Twenty-five Science Education Centres with some physical facilities were left in the hands of Science Master Teachers deputed from different secondary schools. The Secondary Education Project which had substantial DFID support also ended with virtually no addition of human resource competencies to continue the in-service secondary teachers training.

Another ADB supported project on primary education has also ended with the same fate. Beautiful training facilities have been created without creating the human resource to operate the training programme. None of the nine Primary Teacher Training Centres created by PEDP has adequate trainers with appropriate training to operate the quality training for teachers.

In retrospect, one observes that these projects were designed by external consultants to achieve a set quantitative target within a fixed period of times. Sustainability of the programme and continuity of the project activities were not the built-in consideration of these projects. So, the technical assistance, available for the projects, were consumed by the local and international consultants. It also appears that these projects were approved by the MOES without playing any significant role in project formulation. The reluctance of the HMG/N (MOES) to create minimum human resource for these institutions is the indicator of government indifference to such projects.

### **Problem related to human resource development in the universities**

Teacher education or teacher training whatever is the name, one expects the production of educational experts in various areas of education to be produced by the Education



Departments or Schools of Education of the university. There are quite a few patterns that are adopted by the universities. Two patterns of organization are:

### **Pattern A**

- Primary Education Department
- Secondary Education Department
- Higher Education Department
- Department of Administration and Supervision
- Teacher Education Department

### **Pattern B**

- Curriculum and Assessment Department
- Administration and Supervision Department
- Research and Development Department
- Teacher Practicum Department

In Nepal, Faculty of Education of T.U. is the only institution which has faculty strength to create departments for specialization. The T.U. Faculty of Education has partially adopted the "B" pattern. Its M. Ed. programme produces trainers, experts in curriculum and assessment, and Administration and supervision areas. Besides, it produces teacher trainers and experts in subject areas like English education, Science education, Mathematics education, Social studies education, Nepali education, etc. Kathmandu University has a M. Phil and Ph. D. programme in Educational leadership and M. Ed. in English teaching.

Because of the expansion of the school system, there is a demand for the M. Ed. level graduates. These M. Eds. are in demand both as teacher trainers as well as experts in the Ministry of Education.

Quality of education and training at T. U. has suffered during the past decades for several reasons. Degradation of the Institute of Education to a Faculty of Education has been the most serious one. The Faculty Dean can hardly take any important decision to maintain and raise the quality of its products. Lack of HMG/N support to upgrade the expertise of the professors by providing overseas exposure, unrestricted number of students in the class, lack of attendance regulation, poor library resource and poor student-teacher tutorial and monitoring relationship are the major reasons for the gradual deterioration of the quality the products of the Faculty of Education.

## **Problems related to human resource development in the HMG/N training institutions**

HMG/N, MOES has created a fairly large network of institutions to conduct training for teachers and educational managers. The National Centre for Educational Development, Distance Education Centre and Secondary Education Development Centre are exclusive training centres. Besides, the Department of Education has a huge programme of recurrent training for the teachers that are being conducted in the Resource Centre. There are nine Primary Teacher Training Centres (strategically located at different parts of the country), twenty five Secondary Education Development units, and about 1300 Resource Centres. The human resource status in all these training institutions is pathetic. Following are some of the reasons why these centres face acute shortage of experts and trainers:

- The number of the existing staff (technical and administration) is too few to conduct the assigned responsibilities in all the training institutions (NCED, DEC, SEDC, SEDU, PTTC). It hardly made any provision of trainers when HMG/N converted them into training institutions to conduct training of various types for large number of trainees.
- HMG/N has still maintained B. Ed. as the entry requirement for Gaz III education service cadre. This leads to the appointment of B. Ed's in the NCED, PTTC, DEC, SEDC etc B. Ed. is not a sufficient qualification to work as trainers.
- The present system of transfer of Gaz III officers from administrative offices to training centres will never help create a competent training centre or trainers in these training centres unless provided them professional training.
- HMG/N, MOES has not developed and implemented a human resource development programme to create competent trainers for these training institutions. As a result, these important training institutions face the acute shortage of specialized training experts, NCED should possess high-level trainers in educational management and teacher training. DEC should have a group of experts in distance education. SEDC should possess a cadre of Secondary teacher trainers and PTTC should have trainers with M. Ed. in primary teacher training. So far, MOES has not even prepared plans to create such cadre of personnel for its training centres.

## **Problems related to Research and Development**

In spite of the implementation of many multi-million dollar projects on teacher training, these projects have not supported or conducted any empirical study that would help improve the academic and professional aspect of teachers training. Projects have always been spending money in conducting studies through private commercial firms, Faculties and schools of



education of universities have had no support from the banks, donor agencies and the government to conduct any meaningful comprehensive academic/professional research. The survey reports prepared by consultancy firms and project study reports have repeatedly exposed the weakness of teachers training programmes. These reports and studies do not explain why teachers training programmes have been unable to change and improve the teaching/instructional behaviors of the teachers. As a result, no substantial improvement in the content and delivery methods of teachers training could be put to place. Teacher training programmes of the country has also failed to benefit from the new knowledge and methods available in other developed and developing countries. Neither the MOES, nor the loan and donor agencies have adopted the policy to support educational research activities of the universities.

### **Problems related to academic/professional programme**

Though other universities have started small programmes of teachers training, T.U. Faculty of Education remains the only significant and largest provider of training for the lower secondary and secondary teachers in the country. Its Proficiency Certificate Level training/education is regarded as a training for lower secondary teachers. The curriculum of this PCL level has not been revised and updated for almost two decades on the assumption that other +2 level (PCL) will be phased out from the university programme. In fact, the existing PCL programme in Education of TU/FOE has hardly been geared to the needs of the teachers of lower-secondary level.

TU Faculty of Education operated a three-year and a one-year B. Ed. programme. Graduates from three-year programmes are not in demand in the market, because they are found weak in the content knowledge. TU/FOE is aware of this demand and supply situation. But it has not taken any step to discontinue this three-year B. Ed. programme. TU/FOE is blamed for not taking prompt action to gear the B. Ed. curriculum with the school curriculum.

With the emergence of new universities, teachers training programmes have been initiated by these new universities without creating their own permanent faculties or schools of education. Kathmandu University has also started training for primary and secondary teachers. But, KU programmes are fighting for sustainability because KU programmes are relatively expensive. It could survive only if the teachers of private schools could be attracted. As the compulsory training requirement is not enforced in the private schools, private school teachers have not shown their willingness to join the KU programmes in adequate number.

HMG/N had a training policy developed at a time when Tribhuvan University was the only university in the country. Tribhuvan University was almost like a state university in those days when the government shouldered full financial responsibility and when it could dictate

its directions to the university. The context has changed now. The government has disowned its earlier responsibility to fully finance the university, and the T. U. also has no legal binding to follow the directions of the government. Such a situation has adversely affected the university teacher training programme particularly in terms of quality programme delivery.

HMG/N MOES has established a Council for Educational Human Resources Development (CEHRD) in the Education Regulation (72 clause) which authorizes the council to take all policy decisions related to teachers training in terms of curriculum and duration of training. So far, this new council has not taken any policy decision to improve the current state of chaos in teachers training. It has taken some decisions related to primary teacher training. For example, MOES has decided that 10-month training is mandatory for a permanent tenure for primary teachers. It has also decided to provide the affiliation to private training centre to conduct the 10-month training. But, the MOES has hardly envisaged the possible poor training that will be provided by these private training centres if adequate measures are not taken to ensure the quality.

### **Controversy : Teacher education or teacher training problems of preservation of tradition.**

The expressions teacher education and teacher training are used interchangeably in Nepal. In fact, teacher education would try to provide a little more knowledge on content subjects where as teacher training would emphasize on skill (pedagogy) aspect. The TU courses on education is a product of a confused emphasis. Koirala and Acharya, commenting on the TU courses stated, "these courses meant to be professional degree but they involved highly academic courses. Trying to meet professional, academic and teacher-upgrading needs under a single design is questionable at the current situation. This design resulted weak teaching force both in theory and practical skills". (Koirala, 2003, p. 62). Suggesting measures to improve the teacher training program of Nepal, Cumming stated, "In response of making teacher training relevant to classrooms whatever the level -primary or secondary - theory as taught by teacher trainers must be grounded in recent and relevant classroom practice. Through continuously renewed classroom teaching theories of teaching and teacher training can be reinterpreted by the teacher trainers and the curriculum of teacher training, including practice teaching, can be reviewed. Without the realism of relevant classroom practice teacher training can be no more than an exercise in preparing trainees for examinations without affecting the classroom skills and performance of the trainees. (Cumming p. 97)

### **What should be done to improve the quality of the teacher training system of the country?**

Keeping in view the existing problems, the following measures might be considered:

#### **Policy**



The creation of the legal CEHRD under Education Regulation is a positive step towards the improvement of Teacher Training System of the country. The existing composition of the CEHRD does not provide for a wider participation of training providers and stakeholders. Besides, such a committee does not provide a forum for academic and professional discussion where the Minister himself chair the meeting. Therefore, the following steps may help improve the system.

- All the Deans or at least three Deans of Education of the universities should be the members of the Teacher Training Committee. This committee should have adequate representation of teachers and head teachers of public/community and private (corporate) schools.
- A National Academic Committee of Teacher Education should be formed to work as a professional support body to the CEHRD. This council should have a larger membership (around 20-25 persons) representing the teacher trainers of various universities, training institutions and school teachers and head teachers.
- NCED, which presently work as the secretariat of the CEHRD should form subject committees in the major areas of teacher training and major levels of teacher training. For example, it could form subject committee on teaching English language, Nepali language, Social science, Science and Mathematics, Vocational education etc. It can also have Primary Teacher Training Committees, Secondary Teacher Training Committee and Vocational Teacher Training Committee.

### **Organization for the management of teacher training:**

Three major organizations are involved in the programmes related to teacher training MOES and its agencies, universities, private and autonomous institutions designated and affiliated by MOES as training institutions.

### **The MOES Network**

Almost all the institutions related to teacher training were created by separate projects funded by different donor agencies. Because donor agencies insist that the project-created offices should be a permanent agency after the termination of the projects, the donors normally include the obligation of the government to give permanent shape to the project offices in the project covenant and also put all sorts of pressure to the government to act as per the covenant. That is how DEC, SEDC, PTTC's, became the permanent fixture of MOES. Presently, they stand as separate entities. If teachers training programme has to be conducted in a coordinated efficient way, all these institutions should be under one umbrella institution NCED is the logical umbrella institution for teacher training. The PTTC's, SEDU's and RC's should be used both for primary as well as secondary teacher training.

## **Alternative Ways of HMG/N Teacher Training Management:**

Learning from the present and past experiences, one can see two alternative models for the management of institutions for in-service teachers and other educational personnel.

### **Alternative A**

- Create an autonomous high level training institution in the model of Nepal Administrative Staff College. This system would have NCED, DEC, SEDC, PTTC, SEDU and RC under one institutional frame work. The government will provide annual grant-in-aid to this institution. Provision will be made to allow the HMG/N officials to work in deputation for a specified period.
- This high level training institution may be named National Training Institution governed by a Board which is chaired by the Secretary of MOE with secretary-level representation from MoGA, MOF, NASC, and Deans of Education of some universities.

### **Alternative B**

- Adopt the policy of privatization of training of teachers and educational expert by handing over the PTTC's, SEDU, DEC and merge the SEDEC with NCED. The facilities of PTTC's, SEDU's will be leased to private parties including the universities like Kathmandu University, Pokhara University and Purbanchal University.
- NCED will be the apex management and training institution which would assign the training tasks to these private bodies on the basis of training contracts. NCED will maintain its responsibility to conduct high-level training for administrators, training of trainers and research and development activities.

## **The Universities and their Network**

Tribhuvan University has more than hundred affiliated campuses that provide teacher training besides its own constituent campuses. Other universities have very small programmes. It is reported that teacher-training area was popular among the providers because it is easy to run. Trainers are easily available. Prospect of getting job is higher and the course is comparatively easy. But, the proliferation of education campuses has severely affected the quality of teacher training. The quality of teacher training offered by other universities will also bound to deteriorate if they do not create a strong central department of Education to monitor and to provide professional support. The programmes of teacher training heavily suffered when Tribhuvan University removed the Institute of Education and degraded it to a faculty status. HMG/N did not object to this T.U. decision and created its own institution for teacher training. Because T.U. still remains the largest provide of teacher training, it will be able to discharge its function only when it will be given the status of an



Institute. Many of the teacher training problems related to TU will be solved as soon as it gets back its lost status of an institute.

## **The Higher Secondary Education Board and its Net-work**

Out of its 85% higher secondary schools, many have education as one of the subjects offered. Education or primary teacher training programme is one of the most popular specialization among the providers as well as the students in the rural areas HSEB does not have a national net-work for the monitoring and supervision of these HSS which offer education as one of the specialization. Judging from the pass percentage of students in the Board examination, one can state that the quality of training/education was not satisfactory. The status can be improved if a network is created linking the Higher Secondary School with the campuses of TU and the PTTC's of NCED.

## **Human Resource Development for Improved Teacher Training, Role of Foreign Assistance**

- In spite of the continuous support of the development banks and other donors, Nepal stands in serious shortage of high- level professionals in the country in the area of teacher training. There is no high level (with Ph. D. degree) professionals in the TU, KU and in the MOES specializing in Primary Education, Curriculum Development, Educational Assessment and Educational Planning at present. So far, the technical assistance system adopted by the development banks supports to maintain the system of perpetual dependence on the professional external and internal consultants. They have not planned to create high-level specialized experts in the national institutions. Except the Danish HRD support programme, MOES also has shown its inclination to use the Technical assistance as an opportunity for short-term study visits by the officials of MOES and its allied agencies. If the government is serious to make a human resource plan in long-term perspective, the following human resource development plan should be given the highest priority:
  - Oversees training to create high level expertise (Ph. D. or equivalent) in specialized areas like Primary Education (3 persons), Curriculum Development (2 persons), Assessment (2 persons), Educational planning (2 persons), Educational management (2 persons) and Educational financing (one person). Persons who completed this long-term education/training would be working in TU, KU, NCED, CDC and OCE.
  - A plan should be immediately implemented to all the PTTC's with persons holding master degree some in primary education and some in educational management.

## **Academic and professional part of teacher training and the training of other educational personnel**

- After the creation of the high-level Teacher Training Council in the Educational Regulation with the authority to take policy and academic decision on the national teacher training programmes, it is now more convenient to plan and implement the teacher training programmes of the country. There are some urgent actions to be taken to operate an efficient high quality teacher training programmes.
- Because of the legal requirement of the 10-month training for all levels of school education, the NCED should immediately draw the attention of TU/FOE to plan for gradual phasing away of its three-year B. Ed. programme.
- NCED should urgently establish on Teacher Training Academic Committee to support the TTC in the academic affairs.
- Provide financial support to universities to conduct academic research related to teacher training through teacher training related projects.

## **Conclusion**

Quality and competency of teachers and management of schools determine the quality of education for any education system. This is a universal truth. Nepal has not been able to make any significant headway in both of these areas. In the area of teacher training the foreign assisted projects have been found emphasizing more on achieving quantitative targets and creating physical facilities rather than the quality of the training. The shifting of training responsibility for in-service teachers from university to the MOES, rising dependence of MOES on project provided external and internal consultants, gradual deterioration of T.U. in its capacity to provide quality teacher education mainly due to the degradation of the Education programmes by degrading the Institute of Education to the department status are some of the major reasons for the failure to produce high quality teachers and educational experts. Much of the problems related to the quality of education will be solved if high quality training is provided to teachers. One precondition is the availability of high level Education experts/trainers in the training institution. If these basic requirements are considered by the government, the country can still expect the production of high quality teachers and educational experts in the country.



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# Developing Human Resource for Education Sector of Nepal

A. B. Bhandari\*

## Introduction

Institutional support, information-based decision culture and individual skill capacity are the major factors for delivery of quality of education services. Major policy documents of ministry of education and sports (MoES) like the 10th plan, the Medium Term Expenditure Framework (MTEF), Education for All (EFA) core document, Secondary Education Support Programme (SESP) and Teacher Education Project (TEP) all have recognized that MoES will not be able to materialize and undertake its mission unless its own institutional and human capacity is enhanced. MoES, in line with the spirit of decentralization of educational management, has already started the process of transferring school management functions to community with the same level of financial commitment from the government so as to ensure as ownership, accountability and autonomy in educational management. These major shifts made in the delivery of education services requires the capacity to be developed not only at the system level but also at the community level.

Decentralization of educational management is an initiative towards greater empowerment of local bodies, community participation and good governance. The good governance, as reported by UNDP (2002), has four pillars namely ownership, equity, transparency and accountability and efficiency. Education as means of poverty reduction can be regarded most influential intervention for human capital formations if the education services are well planned, carefully implemented and monitored where quality considerations are made most.

Quality of education services depends upon the quality of human resources having strong commitment, professional capacity and high motivation who are to participate in different levels of education system from community level to system level for the delivery of education services. With view a of implementing child focused quality education the capacity of the actors needs to be developed at individual level, institutional level and system level.

## A Reflection on HRD Plan, 2002

Human Resources Development Plan (2002) has been regarded as an extended work of the study report on An Institutional Analysis (IA) of MoES of Nepal, conducted by M. B Bista and S. Carney (2001). Actually, this study was a part of institutional linkage program (ILP) under Danish Grant TA for implementation of BPEP II and was agreed that IA will be undertaken in order to strengthen staff development and capacity building programs within MOES system. This study report constituted three parts and eight chapters IA study, as they reported, had followed qualitative and quantitative methodology covering wide range of stakeholder of education sector as well as a good representation educational institutions with a tool of questionnaires, interviews and focused groups discussion. This study analysed the

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institutional capacity at three levels- central, regional and district, and local (school and cluster).

Further IA highlighted number of HRD related deficits to perform educational activities at an expected level. So, they suggested a three-tier conceptual model of HRD-individually focused activities, institutionally focused activities and system strengthening activities required for delivery of quality education services. Later, MoES with financial support from PAT/DANIDA and technical support from a team of experts, led by M. Bista, has prepared a detailed HRD plan (2002) with issues, learning needs, HRD interventions target and budget estimation, covering whole school education sub sector. This detailed HRD plan consists of four parts and II chapters, which has been regarded as long term plan. Major focus of this HRD plan has been described below, in brief.

### **Guiding Assumptions for HRD**

- Ultimately, Human Resource Development initiatives must be aware by their relationship to teaching and learning in schools.
- Human resource development goes beyond the technical skills and competencies necessary each staff member to perform adequately and must be connected to institutional development.
- Human resources development as conceived above is a long term undertaking while there and will be sets of short, medium and long-term activities.
- Professional learning is facilitated in close relationship to workplace and cannot be disconnected from this content.
- Human resources development within MOES takes place within a broad contexts-needs of associated and related agencies and NGOs, broader of public sector development, responsible to new directions and to
- initiatives to decentralization, accountability, transparency and good governance in general.

Source: Bista and Carney (2001)

## **HRD at Individual Level**

Upgrading professional skills and knowledge of individual with formal courses, usually externally provided and located, is the theme of HRD i.e. Individual dimension of professional learning. This approach of HRD has been criticized with that of failing to demonstrate staff commitment to change, under valued their existing knowledge and skill and undermined their professionalism even though training courses may create an opportunity to interact with professional community to reflect on theory and practice leading to what is and what can be.

HRD plan (2002) has suggested a HRD- a framework of 5 components for individually focused activities- introductory programme (induction and updating), management programme (part I for promotion requirement part II for supporting needs), specialist



programme (position based and institution focused) and general programme (IT, Eng, etc) to address to individual development of people working at different levels of education system involving non-government sector.

### **HRD at institutional level**

HRD as organizational development is widespread approach, since the 1980s, which considers the importance of context of the work. This assumes that organizational factors like lack of time for planning, collaboration, coaching and leadership, all are constraints on HRD which invites integration of individual and organizational needs where by individual development has to be considered as a part of broader agenda for organizational change. So, this approach is deeply rooted in the concept of double-loop learning (Argyris and Schon, 1978) which calls upon learning organization that establishes process to bridge the gaps between what is proclaimed (organizational goal, intermissions, values, programmes) and carried out (actual behavior)

HRD plan (2002) has suggested some measures to build institutional capacity of MOES system and constituent bodies such as school management committee (SMC) as well as less visible groups like community based organizations (CBOs) required for delivery of quality education services in order to provide a flavor of the types of interventions that might be used the systems, process, and overall vision of education in Nepal (HRD 2002,p.47)

### **HRD at System Level**

HRD as system attempts to incorporate many of themes and issues into an overall plan for individual, organizational and systematic action. This approach heavily relies on five dimensional frame work (Hilderbrand and Grindle, 1997) for developing capacity in public sector organizations- The action environment, the institutional context, the task network, the organization and the human resources. The essence of this approach has been rooted in political level which argues that no fundamental reforms can be expected without good governance, even though series of efforts are made in individual and institutional level, like ownership, equity, transparency and efficiency, the four pillars of good governance (UNDP, 2002).

HRD plan (2002) talks much about good governance to be supported by HRD interventions like legislative reform, principles and practices of affirmative action, strengthening of professional bodies, development of civil society, private sector partnership and dissemination of HRD plan to policy makers, development partners, legislators and media (HRD plan 2002, p.51)

In summary, HRD plan (2002) can be regarded an ambitious plan which has been prepared with review of recent and relevant literature linking with field level needs, having consultation of wide range of potential stakeholders. The plan has attempted every possible areas through the process of identifying problems and HRD needs and suggesting effective HRD interventions. The plan has suggested four levels of HRD interventions- School and community level, MOES- individual level, MOES system level and civil society level. The salient features of the plan are job-induction training for new comers, reassignment of

training for changed jobs, refresher training in every two years, dissemination training for every new programs, provision of training passport linked to occupational role, 5% of regular budget to be allocated to HRD, research and development to be linked, HRD status to be published annually. The plan has preauthorized with focused on sustainable mode of training like in country training, self learning, distance learning and on the job training.

## **HRD Models**

Around the world, there are a number of HRD models suggested and implemented depending upon the resources and capacity of the country. However, 'self development model' has gained popular in recent decade being self directed efforts to improve knowledge, skills and abilities. There are Variety of methods applied to implement this model like observation, reflection, guided reading, visits, attachments, seeking feedback and readymade package (Stewart 1996). Other models of HRD includes on the job training (OJT), mentoring, coaching, job rotation, attachment, seminars / workshops / awareness and interaction programmes, exposure visits, qualification upgrading, institutional linkage and collaboration.

## **Human Resource Information System (HRIS) and HRD**

HRD represents an integrated approach to the learning of employees, which enhances the capacity of the organization to survive and advance. The concept has been subject of considerable interest of academics and practitioners in the recent years. HRIS are defined as the range of computerized technology that is used to store, record, link, analyze and present data about the human elements within the business (K.S.Ball and Helen Shipton).

A study to IT support on HRIS and the challenge for HRD reported that HRIS supported HRD was able to improve organizational performance and empower individual, but in doing so four challenges emerged to organization (K.S. Ball& Hellen Shipton). They were

- **Strategy and HR** (Engendering activity which supports strategic business objectives). The process of analysis what behavior or skills are likely to determine the organization's survival and advancement is critical in this regard, involving of existing skills and competencies and selecting learning activities for future action.
- **Department culture** (achieving integration between HRD processes and other HR initiatives)
- **Communication** (creating an environment within which individual can take responsibility for their own learning )
- **The role of HR within organization** (gaining support and commitment of line managers in the learning process)

## **HRD in Nepal**

A systematic effort for HRD for education sector in Nepal can be traced back to 1949 AD with the establishment of Basic Teacher Training institution, which was discontinued in 1953. However, the establishment of the College of Education in 1956 with mandate of granting degree could be considered historical mark for developing Human resources for

education sector because the graduates of this college were considered to be qualified to become teachers, education managers, curriculum developers, assessment experts, trainers and so on.

With implementation of National Education System Plan (NESP 1971-75), the college of education was restructured with the new name Institute of Education with mandate of teacher training and teacher education programs for whole education sector of the country and this institute started M.ED. Program also. During NESP, short term training and seminar/workshop for education manager had also been organized regularly as a part of HRD effort for meeting needs of education sector. Institute of Education designed a special course of three months for school supervisors and implemented this program up to 2036 B.S, which could be considered historical event for developing human resources in the sector of educational management.

Basically, HRD for education sector implemented with project initiative activities that focused on teacher development. Until, 1992 there was no institutional base to organize HRD interventions within MOES system, FOE\TU was deemed instrumental to design and deliver HRD initiatives required for MOES system. With the implementation of Primary Education Development Project (PEDP, 1992-1997) , National centre for Education development Centre (NCED) with its nine constituent Primary Teacher training Centres (PTTCs) with mandate of teacher training and management training for education sector was created. However there were two other central level institutions responsible for teacher education. Distance Education Centre (DEC) was made responsible for providing primary teacher training through distance mode and secondary education development centre (SEDEC) with its 25 Secondary Development Units (SEDUs) was made responsible for the implementation of SEDP initiatives of which teacher development component of the project included providing teacher training for L/Secondary teachers and management training for head teachers of L/Secondary secondary schools.

A recent amendment made in educational regulations indicates unified institutional setup for developing human resources required for whole education sector with the provision of NCED as an apex body for training and development and Council for Educational Human Resource Development (CEHRD), chaired by Minister for Education, as a policy body. Further, MoES has developed a training policy covering four areas (teacher development, professional development of educational managers, training professional development and institutional capacity) which is under consideration of CEHRD. Further, keeping view of extended scope of work and capacity requirements at institutional level, MoES has already initiated amalgamation of training institutions as illustrated in fig –1 which is under consideration of Ministry of General Administration.

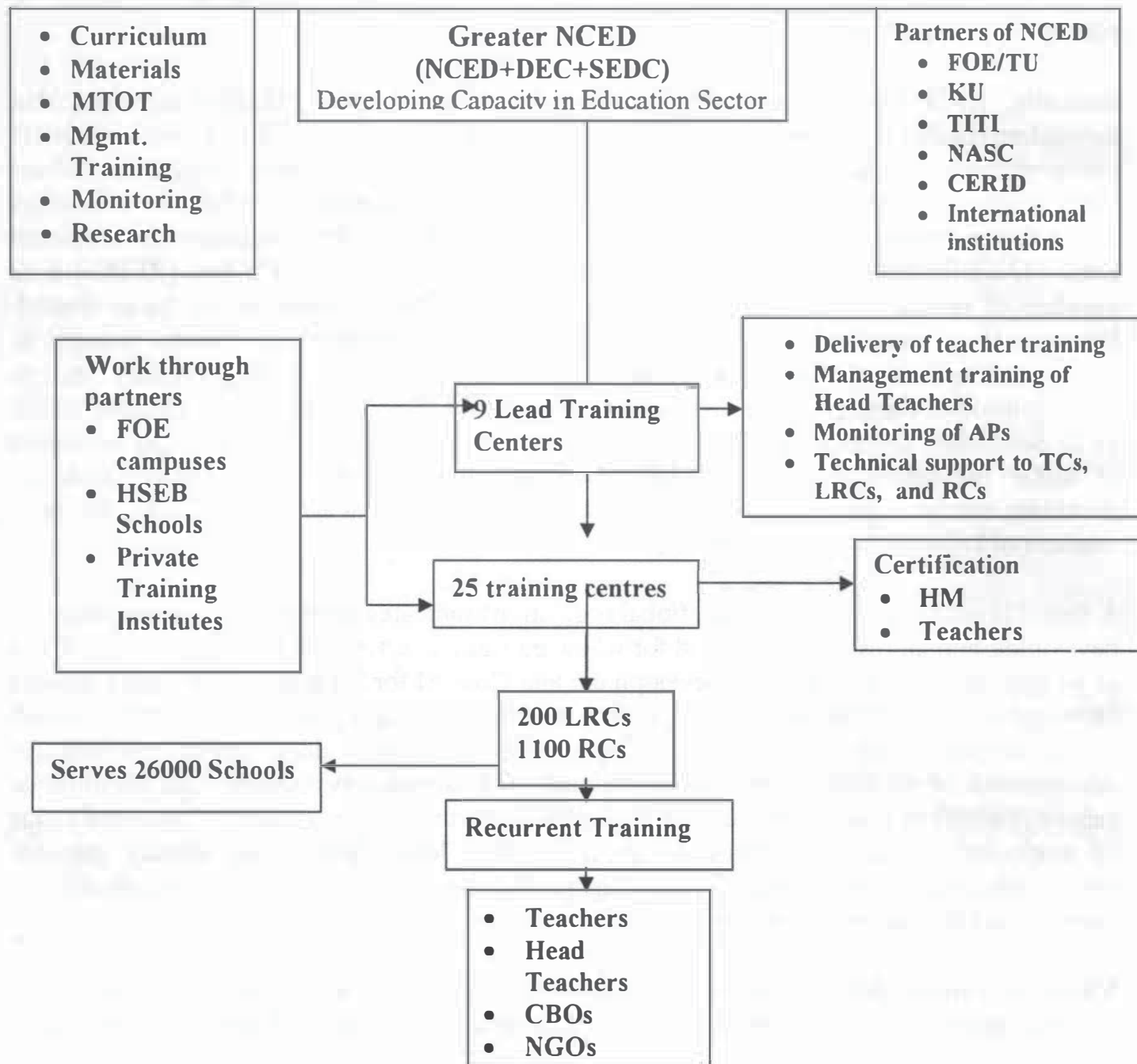
**Vision of training policy:** *A responsive training to prepare teachers, training professionals, and managers to deliver child-focused quality instruction in line with decentralized school*



reform that addresses the expectation of the community, the need and requirement of woman, disadvantaged groups and people living in remote areas.

*Features of training policy: Mandatory Teacher Training, Teacher Licensing, Certified trainer, Basic Qualification Upgraded for becoming primary teacher, Special Consideration for women and candidates from disadvantaged groups in job- entry, ,training and selection requirements, Provision of Accreditation for Certification, Provision of Quality Assurance, Job- induction training, Institution- head Training, Advanced diploma for specialized jobs, NCED as a role model.*

**Fig- 1: Proposed Institutional arrangement**



## Issues and Suggestions

**Weak management capacity:** ADB (2000) has reported a number of reasons regarding weak management capacity of education sector which is equally valid issue in Nepal too. Firstly, factors like intensified compelling competition for resources, decentralization movement, and unionization have placed new demands on education managers. Secondly, the political costs of deciding (and antagonizing a potential ally) were perceived to be greater than the costs of allowing the confusion to continue. Thirdly, training, even though, changes and develops skills that make them more competitive for better-paying private sector employment but training is not something that can be delivered once. Institutional arrangement as proposed in training policy with due considerations on building professional capacity of trainers and reinforcement of three categories in education service cadre as suggested by SESP could be possible solutions in this regard.

**Institutional autonomy of NCED:** Three dimensions (intellectual, administrative and financial) of institutional autonomy are interrelated and complementary (William J. Smith et al, 1997). Among them first dimension i.e intellectual or academic is so important without it performance achievement of an institution cannot be expected in general. However, intellectual autonomy becomes meaningless when it is not supported by administrative and financial autonomy. The concept of institutional autonomy has been considered a precondition for developing excellence in order to maintain quality services through the process of professional participation, decentralized management and cliental satisfaction. NCED being constituent institution of MoES and having status of central level institution cannot be expected much autonomy. However, the provision of policy body could be regarded as courageous step towards enjoying autonomy for making policy decisions closer at work situation level. Furthermore, the composition and mandate of this policy body, chaired by minister, needs to be elaborated in order to have wider representation of stakeholders, the academic world and intellectual community at large; and enjoy autonomy in establishing policies and in approving programs and budgets.

**Funding for HRD:** Developing human resources required to entire education sector, community level to system level, has been crucial factor which requires 5-10 percent fund of total annual program. The government relies heavily on project initiatives in the form of grant or loan, the loan assistance allocated to HRD, specifically for International exposure, is not accepted in many cases which has remained critical because of unavailability/ uncertainty of funds from government revenue. Considering this, execution of HRD plan(2002) with the provision of basket fund (grant and government contribution) through unified management, instead of allocating budget for every units of MoES, could be balance straight and productive leading to institutionalization of training and development.

**Staffing of NCED system:** The success of the institution and its credibility remains in the hands of its competent, committed and motivated professionals but NCED being government institution cannot have separate rules for selecting training professionals which has severely affected in finding specialist services and retaining them in the system. The proposed training policy has suggested M.Ed. entry requirement and separate category up to class II level within education service cadre which could be possible solution in this regard. Further, the

mandate of procuring part-time services at individual/institution level to NCED is also urgent need for effective implementation of HRD activities.

**Institutional arrangement:** The functional linkages of NCED with SEDUs and L/RCs have not established yet which may create confusion in the delivery of training program. Further, central level institutions still think that developing and implementing recurrent type of training is their responsibility because of those programs reflected in their annual programs leading to fragmented implementation without quality assurance mechanism. So, the concept of L/RCs needs to be defined and empowerment of host school in managing RC activities with financial, technical and material support from the central government is required. Similarly, L/RCs need to be made responsible to NCED system in the development and delivery of training program.

**Institutional partnership:** Institutional partnership occurs where there are common objectives, agreement to undertake activities, activities that build on each other's strengths and actions that overcome weakness. Bray(2000) has suggested a cluster of 8 important rationales for engaging in partnerships-shared experiences and expertise, mutual support, division of labor, increased resources, increased sense of ownership, extended reach, increased effectiveness and evaluation and monitoring. Considering this, NCED has already established the partnership with 70 training institutions for delivery of in-service primary teacher training. It is evident that NCED has expanded its scope of work which requires extensive partnerships at local/regional, national and international training centre level for sharing of resources and materials, for exchange of expertise services and for effective utilization of professional venue. There is an urgent need to draw attentions of international community for greater support in order to establish net-working at various levels.

**Quality assurance:** Looking at the volume of HRD interventions and the kinds of training institutions to be involved, one can raise the question of quality concerns. NCED system needs to insure quality at least at the training exit level with the provision of quality assurance mechanism which addresses training needs assessment, training design, training delivery and training evaluation as suggested by Donald L. Kirkpatrick (1994, 1996) in 'evaluating training programs' the four levels-Reaction, Learning, Behaviour, and Results.

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# Multicultural Identity in Primary Level Curriculum

Bharat Nepali Pyakurel\*

## Introduction

The multicultural society is characterized with cultural pluralism, cultural variety, and linguistic diversity. If defined surfacely - it is a society of many groups including different identities with regard to class, caste, religion, race, tribe, culture, history, philosophy, languages, and so on. The list is endless and difficult to define what multicultural society poses the particular definition. In other words it has diversified characters, so it has no particular definition. Multiculturalism, multicultural society, and multicultural education are frequently used terminology to be discussed. The matter of discussion lies on harmonious relationship between different groups, society, and people as well as to make their own identity, which is commonly accepted by everyone.

Every society has its common values, interests and beliefs and so do the people of different cultural groups. In this situation, there will be a less opportunity to flourish the multicultural essence in the society. It may be dangerous for those children who come from different cultural groups and backgrounds and they may lose their identity under what the critical theorists call "Pressure Cooker Theory".

Some multiculturalists argue in the favour of acceptance of multiculturalism within a society, which gives the feelings of tolerance and co-existence. The people, who belong to this kind of multicultural society, are able to build up the capacity of mutual understanding.

However, there are also some barriers, which affect in certain aspects of life e.g. if any society follows multicultural approach as a mainstream, there may be a little hope to foster all the cultural groups in the same manner. Simultaneously, there may be chances of cultural conflicts within groups, which creates cold relationship among the members of the society.

If the multicultural society opens the door to uplift every caste, ethnic group, race and beliefs consequently there may arise the question of National integrity, norms, and identity. Then the National identity comes under question, naturally no one likes to welcome such kinds of issues.

## Cultural Identity

In reality, every group seeks to preserve its cultural identity. Sometimes, it occurs as an issue and problem in a multicultural society. These groups of people then want to discuss it as an important issue.

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In the Nepalese context, we may find many issues, in relation to the areas of norms, values, tradition, culture, caste, religion, gender, labour, inequality, social conflict, refugee, migration, etc.

Generally, speaking the members of a society bring their cultural capital from their family background. They accommodate behaviour in the society as well as in the school environment. A school or society has its own culture and environment and an every individual is expected to adjust in those circumstances. The question may arise here as to how a school or institution should demonstrate the role upon that individual who carries the different culture characteristics. Then another question may arise, and that is whether it is appropriate to dominate that individual within a school culture. Or should a school-culture's be interconnected within individual's culture?

On the one hand, if the school tries to impose its own culture to the individuals, there may be a cultural shock, on the other hand, if the school tries to interconnect and accommodate with a new cultural setting, then there will be an issue of individual's identities and ethnocentrism: then it invites a vital issue of multicultural societies.

Regarding the Nepalese context, the country is known as a combination of different cultures, castes and religions. In fact, symbolically they are like a variety of flowers in a beautiful garden. Every culture has its own identity by raising its cultural existence, and by demanding the preservation of its heritage. The very raised demand is to secure the cultural identity through the social, educational, political, and economic opportunities.

In a multicultural society, it is assumed that the system of education promotes the everyone's needs, interests, and values. In practice, it is seen that majority of the groups dominates the minority by influencing its culture, language and tradition. If we look at this phenomena in school, we can see that, the minority group has difficulty in adopting in the majority culture. It is universally known that the minorities have to suffer from discrimination of majority.

If the discrimination persists for a long period, there will be a negative attitude is likely to be occurred. There is an ongoing debate made for unequal status of the minority. If the society is struggling with an issue of dominant versus domino ideology, there will not be a harmonious relationship between them, and an opportunity of education, for all policies could fail. If this conflict remains for a longer period, undoubtedly, it will be a permanent issue to be addressed by the multicultural society.

## **Dominant Ideology**

In the Nepalese society, mostly dominant ideology works in the background of caste system. It is an evil system, which is affecting the progress of the society. Under the caste sytem, the concept of high and low caste, and the feeling of superior / inferior complex are deeply

rooted. The people from higher caste (known as Brahmin, and Kshatriya) are known as dominating cast. This dynamism is also seen in practice: it is seen that most of the higher level and decision making posts are occupied by so called higher class. It is blamed that if the power holders are the decider of the social activities, undoubtedly, they decide every action on their own interest, and minimise the other's need. In other words, it is a matter of elite casts maintaining their domination over minority. In connection with this, looking at this phenomena at school, we can see that the head teacher dominates the other teachers, the first boy dominates the rest of the class, the higher graders dominates the lower graders, and the boys dominate the girls. So, is the case with the children of high caste. They dominate the low caste children. Moreover, the elite caste dominates them along with their language.

The language has an important role in a multicultural society, every group or sub groups wants to introduce the own language in school activities. But, there could be some difficulties to implement many languages in one school. There lies an issue of recognition as a language of instruction for members of the minority and recognition as a topic of instruction for the members of the majority or making a minority language as an elective subject. The responsibility in school lies in selecting the appropriate track meeting the needs of the society.

## **Multilingual Approach**

Multilingual approaches are used to obtain the various objectives, some of them are on the ethical, political, educational, and human right background. We cannot neglect a mother tongue for effective instruction leading to high efficiency, However, the provision of multilingual for instruction in the pluralistic society is critical one. In other words, learning through different languages would be interesting but managing these languages in school activities would be a painful job.

However, with regards to the international development and world trade, modern economy is pushing hard for a single language i.e. English. So, we cannot ignore the importance of foreign language to be taught in school.

One school of thought emphasizes on the implementation of education in mother tongue which enhances the ability of children. For this, the teacher training in mother tongue education and sufficient reading materials are needed. Another thought pleads education in mother tongue limits the students' universe, and limits them in boundary of home. The home now has been wider. The third thought argues in favour of mother tongue as a language teaching. Two perspectives have been drawn from the above thought, one is educational and another is emotional. Both of these have deep-rooted connection with multiculturalism.



Model of instruction as an essential part of school curriculum, the instruction in mother tongue and study of second language is equally important. If the school has a provision of multi-languages in classroom activities, the performance of student may not improved to a desirable extent: this perspective ignores the multicultural society.

In the Nepalese context, the whole school activities are delivered in national language. There are very few possibilities to conduct activities in local languages. The educational organization and school have already established their own legitimate language, which seems very far from the reality of multicultural society. The education system, curriculum and learning expectations are not especially visualized and perceived in multicultural requirement. While talking about multicultural requirement and issues, the term of gender identity automatically comes into discussion.

## **Gender Identity**

The term gender identity refers to individuals' subjective or psychological sense of being masculine or feminine. In some cases gender identity is defined with biological perspectives. My concern is only with social distinction of sex. The meaning of gender identity is based on the sense of being male or female, and gender role is related with socialization, and norms, which is closely related with feelings and psychological aspects.

If we examine the gender identity in the multicultural society, traditionally, women are in second class status. If we look at the context of Nepalese society, generally, the gender identity and role are as follows: both male and female are believed to play different roles ascribed by the society, and having a patriarchal society all social responsibilities lie on the male.

In my opinion, by the means of education these gender discrepancies can be removed. For this agenda, the school would be the best place to advocate in the gender issues. But, the schools are not in that position, the reality shows that female teachers, and girl students are being defeated in many ways. Their voices are ignored in many ways.

The gender issue is not an issue of a particular society or group. It's a matter of thinking and action, which leads to create a gender discrepancy, which affects the whole Nepalese society. It can be discouraged through the educational awareness and achievement.

While talking about the education attainment the issues of curriculum automatically comes into consideration. Through the curriculum, most of the societal issues are addressed. For this, we have to examine the existing curriculum, how it addresses the multicultural society. For discussion the existing primary school level curriculum is highlighted below.

## The existing Primary Curriculum

The existing primary school level curriculum was implemented in 1992. The curriculum has presented in detail the subjectwise learning achievement that the children must acquire. Physical, mental and intellectual development of the learners, their rights and interests, democratic practices, as well as cultural norms and values, a scientific attitude to enquire about thing, self help, discipline, and moral character can be considered to be basic features of the existing curriculum(CDC,1992).

Curriculum seeks to achieve the expectation of parents and children. The question may arise- "How can we achieve the expectation of the preservations of cultural norms and values through the curriculum, providing the well organized and effective learning opportunity for the students?"

- The curriculum is a social mirror. It represents the social needs, and transfers it's heritage to new generation. It draws the experience s and saves to the future. In other words "it is a vision of the future" (Hamilton, 1990).

While designing the curriculum there should be a wide coverage of people's needs and demands. In this regard, the Nepalese society is composed of diverse groups with a variety of different cultural backgrounds and expectations. Undoubtedly, it is a painful job for a curriculum developer.

The existing primary school curriculum has attempted to cover the expectations, by collecting the different people's views, and ideas incorporating in it. There is still room to revise the curriculum in the context of multicultural aspects. If the curriculum fails to reflect a societal need in its intent, there would always be disguised contradiction between the curriculum and society. The question may arise, "Can the existing curriculum fulfill the demand of multicultural society? And how the curriculum addresses the multicultural identity?" It could be the matter of a long discussion.

If we look at the primary school curriculum from the multicultural prospective, we can find it has some socially related objectives; they are:

- To develop in them a co-operative and responsible character by arousing respect for social values and norms.
- To assist them in developing into a proud and disciplined citizen with a view to enhancing nation, nationality, and national integrity (CDC, 1992).

It is a positive aspect that the existing curriculum clearly stated about the co-operative and responsible attitude towards social norms in its objective. The curriculum has not totally

ignored the multicultural essence in its area. The content of social studies shows some relevant topics of multicultural area, for example:

1. Family and neighbourhood. 2. Social values and norms. 3. Civic sense
4. Geographical Studies 5. Community service and depravity/ evil
6. Promotion or conservation of national property 7. International understanding
8. Peace and co-operation (Ibid.).

If we look at the curriculum, content it is discouraging that the high emphasis is given on the major religion, customs, values, and tradition. At the same time it represents majority group. The content does not provide enough room for regional or local materials. In the textbooks some exercises indicate the local mapping and investigation for the classroom practice but the analysis of the curriculum shows that there is a lack of local and regional material, which is essentially needed in the textbook. While locating at the curriculum and its supporting materials, we can find the following situations; they are:

- The existing curriculum does not focus on the diversified nature of the society. The curricular objectives are common to all, they do not directly focus on the multicultural issues.
- The existing curriculum promotes equal education opportunity by legitimating majority's culture, language, customs, traditions, and values. In this regard, multicultural values are shadowed and are kept in low profile.
- The existing curriculum has given opportunity for mother tongue teaching. It has made a provision for optional subject in primary level, but it is not continued in higher grades.
- The gender issues are not sufficiently addressed..
- The textbooks are not fully focussed on the multicultural approaches. It deals only with the high social class, customs religion, and traditions. Most of lessons are drawn from the middle part of the country.

Having these situations, there is a need to focus more on multicultural issues in the curricular materials. These issues should be discussed in the classroom. The teacher should reflect the multicultural approach in classroom activities.

### **Approaches to reflect multicultural in the classroom**

In the classroom students from different community, caste, and linguistic background study in the same classroom. The teacher has to teach them in the same fashion by using the centralized curricular materials.

At this point, the questions may arise, if the representations of students are from diversified societies, how would it be possible to provide adequate knowledge through the common



pedagogy? To get rid from this situation the teacher should consider to apply the suitable teaching strategy. In these aspects, Jeffcoate suggests that-

*“The questioning technique helps to give opportunity for children to be open for the say and write what they genuinely feel, and for teacher themselves to be critically aware of what their curriculum has achieved” (1967).*

The use of the above mentioned technique may result in substantial achievement, but the application of this technique may not always be useful and practical. In this perspective, I would like to refer another suggestion of Inner London Education Authority's aide memoir' document (1981), which gives some appropriate approaches to the multicultural classroom practices. It is assumed that this document shows an effective way to achieve the intended goals of multicultural classroom practices. The suggestions are as follows;

- ❖ Encourage to collaborate in a small group work.
- ❖ Create purposeful task, solution to which can only be achieved by working together.
- ❖ Question their own views of racial and cultural group critically.
- ❖ Aware of the negative effects of negative views.
- ❖ Identify barriers to full participation in lesson by all pupils, for example, religion practices, etc. (Lynch, 1983).

In the context of Nepal, to encourage a small group for active participation, in order to avoid the negative feeling of race, religion, and to discourage the communal feeling of caste will be useful approaches of the classroom practice. Generally, the Social Study teachers have more responsibilities than other subject teachers because they have to teach culture, tradition, customs, language, and gender inequality related topics in the classroom. But the existing teacher training approaches and materials (e.g. NCED, PTTC, DEC, SEDU'S training materials) are not adequate enough in facilitating needs to ensure the cultural identity of the children. In my view, the teachers have to know more about the nature of society, its features, and way of life in order to conduct the multicultural classes effectively.

Referring to Lynch's suggestions on classroom practice, the teachers have to understand how to motivate and teach in a multicultural classroom. The teacher has to update his/her knowledge and understandings continuously. S/he has to acquire new values, develop new skills and be able to demonstrate themselves in front of pupils.

Following the above reference, there are some questions to the teachers, before entering into the multicultural classroom, which are to be considered by them; they are:

- Is the content free from bias, stereotyping and racism?
- Is it as fair as I can make it to all culture groups?
- Does it eschew ethnocentrism and aspire to achieve a worldview?
- Does my teaching strategy enhance the individual pupil's self-worth and respect others?
- How do I need to change the content of my teaching to improve the pupil's understanding of their own culture and the heritage of other pupils?

- Do I draw widely enough on the resource potential of all pupils, staff, parents, and the wider community?
- Are the materials, texts and displays, which I use as free as possible from racism, stereotyping, distortion, patronization, omission, and derogatory language?

(Lynch, 1983)

Certainly, the above-mentioned questions must make the teachers aware of before entering into the classroom. In my opinion, there are some hidden agenda that could not measure through questions or any tools, e.g. friendship, mutual understanding, and respectful behavior. In conclusion, facilitating the classroom from multicultural point of view undoubtedly helps student learn more and ensure the cultural identity.

## Recommendations

1. Teaching about different groups in one social study book is not enough. The multicultural content should be incorporated in all other subjects. It will be better as well to incorporate in fine arts, natural science, and population education.
2. The curriculum should help students to understand that diversity is an integral part of society. The major objectives of curriculum should focus on humanity, to understand what makes people alike and different.
3. For the active participation of Non-Nepali speaking children, there is a need of mother tongue instruction in the classroom. This can be done from various ways, for example, there can be a language co-existence approach where students learn each other's language and share the culture along with it.
4. The curriculum should recognize the reality of language diversity and promote the attitude that all languages are equally important in communication.
5. The student of multicultural society should not be studying only in isolation but they should study in an integrated way.
6. The development of regional and the local curriculum will help to address the multilingual issues.

## Conclusion

However, it is a good question for curriculum developers that what types of curriculum and teaching strategy should be developed in a multicultural society? The geographical location of Nepalese demands answers for different kinds of diversity.

The existing curriculum has to be reviewed to make appropriate for the shake of national integrity. Moreover curriculum and teaching approaches should incorporate the moral values, ideals, and social problems of multicultural society.

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# Linking training to performance:

Mr. Tulashi P Thapaliya<sup>\*</sup>

## Background

There is an increasing amount of investment being made in the area of human resource development (HRD) globally. Again, major share of the investments for HRD goes to training sector. At the same time, there are questions raised and challenges posed to justify the investments made in the training sector. Sometimes some serious criticisms are made regarding the purpose and actual results of training programs.

There are different concerns of management and people for the training sector. The major concern relates to the results or the impact of training. The questions generally asked are: Do people perform really differently as a result of training? If yes, what are the preconditions to ensure the changes in performances? These questions are very important in the context when the scope of training is still increasing and there are serious questions raised against their effectiveness in solving organizational problems. This paper discusses different aspects of training in relation to bringing changes in the performance in the work situation.

## Different dimension of Training and Performance

It needs to look at different dimensions of training and performance, before actually attempting to establish relationship between them.

Training can be defined as a process of providing learning experiences to the employees (or would be workers) for the purpose of bringing improvement in the work-performance. Thus, by definition, a strong link is expected between training and performance. Let us briefly discuss the purposes of training and try to explore the link between training and performance.

***Purpose of Training:*** Training programs are mainly designed for three basic purposes. Firstly, it aims at solving immediate practical problems in the work situation. Secondly, it is undertaken as an activity for preparing a person to undertake a new/different job responsibility. And finally, in a broader sense, a training program aims at developing human capability to deal with the problems in the relevant area that is over and above the immediate practical problems.

On the other hand, training is not the solution to every kind of performance problems. The performance problems emerging out of unsupportive work environment needs different kind of treatment. Performance problem can be a result of management problems or problem of motivation or job-person mismatch. Hence, if training is chosen as the intervention for solving such type of problems, there would not be much benefit and the training process may be blamed at the end.

It is clear from the discussions above that there are different dimensions of performance related problems and training is not the only one solution. Sometimes training is not even a

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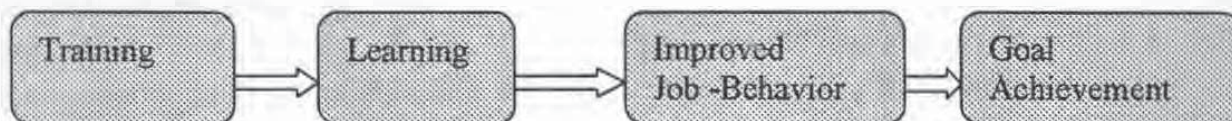
solution to performance problem. In this regard, Stolovitch and Keeps (1999) have described four major causes of performance problems and suggested corresponding interventions as described in the table below:

Causes of Performance Problems	Suggested intervention
1. Lack of required knowledge and skills	<ul style="list-style-type: none"> <li>• Training</li> <li>• Documentation / data-bases</li> <li>• Job-aids</li> <li>• Coaching</li> </ul>
2. Lack of Motivation [uncertainty about the ways, no faith in the process]	<ul style="list-style-type: none"> <li>• Participation in goal selection</li> <li>• Information</li> <li>• Use of role models</li> </ul>
3. Flawed incentives	<ul style="list-style-type: none"> <li>• Revised policies</li> <li>• Training for supervisors / managers</li> <li>• Incentives</li> </ul>
4. Flawed environments (human, physical, structural)	<ul style="list-style-type: none"> <li>• Work and process redesign</li> <li>• Better selection</li> <li>• Job-person matches</li> </ul>

Thus, it is evident that training is one of the many interventions for performance improvement. It relates to the human capacity development and aims at improving the performance through improved capacity of the employees.

### Linear Model describing the purpose of training

When the cause of the performance problem is established as lack of required skills and knowledge, we go for training solution. The basic assumption behind this solution is that training leads to learning that brings changes in the performance. And finally the improved job behavior (performance) leads to goal achievement at the organizational level.



The model assumes` linear relationship among the training, learning, job-behavior and achievement of organizational objectives. The basic limitation is that the effects of many other variables on job-behavior and goal achievement are not taken into account.

## Some Experiences (Including that from research studies)

### What can be done during training situation?

CERID conducted a study on classroom practices of the trained teachers in relation to Formative Research Project (CERID, 2003). Two important findings from the study were- (Based on the presentations made by the team)

- The trainees were not found serious about learning a new method, till they feel some serious deficiencies in their usual method of teaching.
- Even if they learned some new methods in the training situation, they were found using the new methods only when they believed the new method as superior to and easy to apply than the old one.

### Trainers Experience

One of the trainers working at the Primary Teacher Training Centre (PTTC) Kavre shared experiences on the behavior of different trainees at the learning situation and at work situation. He opined that the application of skills in the work situation also depends upon the maturity of the trainees.

- Teachers with many years of teaching experience have already developed their own teaching style. For them, the training situation is not very much novel as compared to the fresh or candidates with relatively short experience.
- Because of the novelty, the trainees with less or no experience are more curious in the training situation.
- The new or relatively inexperienced trainees have no already developed teaching styles, and for them, there is no need to unlearn something for receiving something new. They were found ready to apply the new skills.
- The experienced trainees were able to share experiences; bring in their own problems into the discussion. That is very good, however, it takes time to make them realize the problems of traditional mode of teaching. As a result, transfer of the skills is often jeopardized.

## Output of the interaction program with international experts

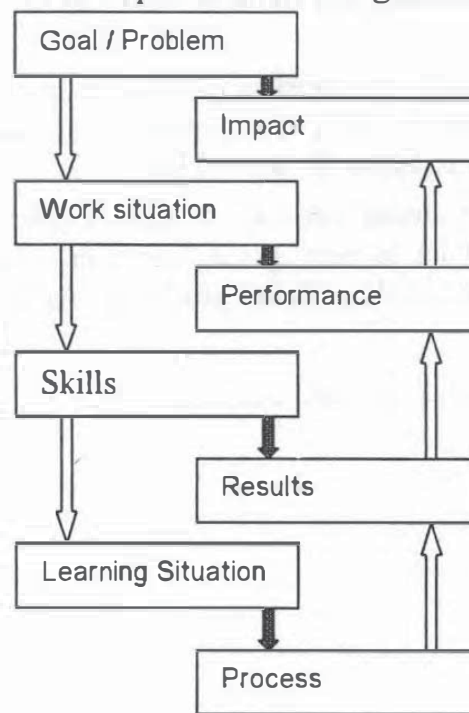
(The participants were from 12 different countries from Asia, Africa and Europe)

- The transfer of skills to the work situation depends on factors related to learner, learning situation and work situation.
- The need of the learner is the most important factor. If the learner comes to the learning situation with some specific purpose or some learning question related to the job, it is more likely that, there would be more learning and there is more chance of application of skills in the work place. So the most important question is *what do they want to do differently?* Or what is their learning question?
- In the next place there is a great effect of learning situation including the content, method and media. This includes, relevance of the contents, close link of the training situation with the work situation, more participatory methods and opportunity for the mastery of skills.
- Finally, the supportive work-environment: encouragement to try something new and culture of sharing amongst the colleagues has significant effect on performance.

### Eight Field Model

Having discussed different dimensions linking training and performance let us discuss about a design instrument also called eight-field model. The instrument was developed by Kessels, Smit and Keursten (1996) and it is considered useful by many others to give a purpose and focus to the training intervention. In fact, the instrument provides an analysis framework for training effects.

The eight different fields of the instrument are depicted in the diagram below:



Source: Kessels and Smit. (1996).



The instrument helps link the work situation with the learning situation through two questions:

***What do we want to achieve?*** The question leads to the translation of organizational goals / requirements into a learning process. There are again four different levels, namely organization, work-situation, skills and learning situation.

***When are we satisfied?*** This question deals with the evaluation criteria of the learning process. The question needs to be discussed and decided in advance so as to provide direction and focus to the whole learning process. Again, there are four levels of evaluation mirroring to the expectations at four levels: organization, work-situation, skills and learning situation. These criteria resemble closely with the Kirkpatrick model of four levels of training evaluation.

The different fields of the instrument and their implication to link with the performance improvement, is discussed below briefly.

1. ***Goal/Problem:*** First, one needs to define the major problems to be solved or goals to reach. The clarity of goals gives specific purpose to the planning and implementation of the learning processes.
2. ***Work situation:*** After reaching to agreement on the goal the next question is what do people need to do differently. This may require change in work procedure and practices, change in the work design, workflow or in the use of aids. This determines whether learning interventions are the right choice for bringing the desired changes in the work situation.
3. ***Skills:*** When we know what changes would we like to see in the work situation, then it is easier to determine skills required to perform the task differently (more effectively / efficiently). This question again provides a clear framework for designing a training program, thus leading to development of required skills for performance improvement.
4. ***Learning situation:*** After deciding on the required skills to perform the job differently, the next step is to decide on the necessary learning situation to acquire the skills. Thus, the learning situation should ensure acquisition of the required skills; the skills will help realize the desired changes in the work situation. And subsequently the change in the work situation will result in the achievement of the organizational goals.
5. ***Process:*** The central question here is “what would you like to see happening in the learning situation?” Some of the major issues related to performance in learning process are:

- Opportunities for practice and master the skills

- Linking in the learning situation to the work situation
  - Sufficient information for the participants related to the skills
  - Sufficient feedback to the trainees
  - Sufficient safety to experiment new behavior
6. **Learning Results:** It is the immediate result of the learning process. The question here is how can we see that the trainees have learned the necessary skills. Moreover, the criteria for assessing the learning results are equally important. Thus, it needs to be clear about how to recognize whether a skill is being performed correctly or not. The answer to this question gives direction to the learning process.
  7. **Performance:** This is one of the major questions in relation to linking training to performance. The central issues are whether the skills applied in the work situation and if yes, whether it help bring changes in the work situation.
  8. **Impact:** In the design phase, the central question is when will we be satisfied? What organizational problem do we want to solve? Whether the changes in the work situation and performance lead to the achievement of organizational goals? All these questions guide the efforts made in the design phase as well as in the learning intervention phase. The purpose is not only to link training with performance, but going one step further to the solution of organizational problems and achievement of organizational objectives.

Thus, the instrument described above helps to analyze the problems in the work situation and gears efforts towards the solution of those problems through the application of skills learned during the learning process. The application of this model in making effective training programs can be summarized as follows:

- While designing the training courses, one needs to look at the organizational goals constantly.
- The work situation needs to be analyzed so as to determine whether training is a right form of intervention to solve the problems.
- If the lack of skills is established as the cause of performance problems, then the learning situation needs to be designed to develop the competencies. Sometimes, the involvement of local superior in the learning process may help to ensure the application of skills in the work situation. Moreover, it is desirable to make the learning situation as close to the work situation as possible. This exemplifies the importance of on-the-job training. On the other hand, it is necessary to include the problems in the work situation as topics in the learning situation. In any case, the

experience of the trainer in the similar work situation is considered as an advantage for the transfer of skills.

- Keeping in view all these aspects, the learning process needs to provide sufficient opportunities for practice backed up with necessary information (knowledge) on the area with the provision of adequate feedback.
- The criteria for evaluating a training program need to be established in the beginning so as to give adequate emphasis on the important aspects.

## Conclusion

- Linking training to performance is not that simple as it may appear. The job behavior is determined singly and by the interaction of a number of variables like: capacity and willingness of the person (Person- P), motivation and support from the environment (Management-M), nature of work, workflow and processes (the Work- W).

The design phase of a training program is crucial to actually link the training courses with the work situation. At this phase, the actual work problems need to be recorded so as to bring them into the training situation. The training delivery phase is the most important phase for bringing improvement in the performance. Moreover, determination of evaluation criteria at the outset helps to provide definite focus to all the efforts, from the design to the delivery phase.

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# CAS as an Integrated System for Teaching Learning

Ganesh Bahadur Singh\*

Master plan of BPEP II (MOE, 1997) recommended to implement continuous evaluation of the students supported by liberal promotion policy. With the recommendation of BPEP II Master Plan, "Program Implementation Plan" for 1999-2004 recognized, "continuous assessment of student learning achievement is a key element of a quality improvement strategy". PIP emphasized continuous assessment strategies to form part of an integrated set of teaching techniques. Continuous Assessment System (CAS) has been developed and piloted under BPEP II in schools of five districts selected with the aim in planning and using learning intervention for each of the child on continuous basis. Mid Term Expenditure Framework (MTEF, 2002/3-2004/5) recommended to expand CAS in all the primary grades. Revision in the curriculum (CDC, 2004) has adopted CAS for grades 1-3. CAS is also being examined for its possibility to introduce in the lower secondary levels as well (Wilmot, 2001).

## Assessment Practice Guided by the Instructional Vision

Assessment practice is linked with teaching learning practices. Not only what is taught, but also how it is taught is also important to determine when, how, and what to assess. It is important to understand what the school or education hopes to achieve for its pupils. Spooner (1983, p. 15) forwarding this view expressed, "... without this there cannot be harmony between what is taught and how it is tested." Educational goals shape instructional strategies. For example the goal may be to have students master the essential elements or the emphasis may be on the needs, interest, and abilities of students. Such educational goals determine the assessment strategy. Wiles and Bondi (1993, p. 105) views, "When an educational program is perceived as primarily the mastery of skills and cognitive data, standardized achievement tests can be used exclusively to determine progress. When education is defined more broadly, measures of achievement become personal and more affective in nature." Educational goals set and instructional strategies used also determine the assessment focus (broad or narrow), dimension (knowledge, skills, personal development), and interpretation (criterion-referenced or norm-referenced) (Wiles and Bondi, 1993, pp. 103-106).

## The Instructional Vision in the Primary Level Schools in Nepal

Structure of Nepalese school education system comprises five years of primary education - grades 1 to 5. The primary level curriculum has the main aim to develop the innate ability of each individual child through child-centered education. Emphasis is given to simple reading,

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writing and mathematical skills for use in everyday life. The importance of honesty, independence and hard work is also stressed (CDC, BS 2049; MOES, 2001).

Child-centered education as emphasized in the aims of primary education system in Nepal, has been reiterated in other major documents as well. Mid Term Review (March 2002) viewed a link between CAS activities and teacher training into a single activity focussing on 'Students Centered Learning'. Concept paper for "Further Support on Basic and Primary Education in Nepal 2004 - 2009" emphasizes,

*The qualities of classroom learning experiences need to develop further, away from treating the students in classes as homogeneous units, and away from rote learning. The focus of teaching learning methodology will be on students centered active learning with teachers being aware of each students' level at all times through using a wide range of formal and informal techniques. (MOES, p.13).*

The above statement has been carried on the core document of "Education for All 2004 - 2009" MOES, 2003).

Terms such as child centered education, individualized instruction, continuous assessment has yet to be described or illustrated in an easily understandable conceptual level to a teacher and a layman in the curriculum materials and the training. A manual developed for curriculum developers 'primary curriculum development in Nepal' by Opifer Ltd under Finnish technical assistance tried to list down principles of child centered approach as:

All children are equal and should be treated with love and respect.

Put children first, by responding to their needs and building on their knowledge.

Children are unique individuals, with different needs, interest and abilities.

Children come to school already knowing many things.

Children learn at different rates, i.e. they have their own pace.

Children are curious and inquisitive.

Children learn best through concrete, hands on experiences.

The learning environment should stimulate children's development.

Different children learn in different ways and a variety of strategies are necessary to cater for the needs and interests of individual children in interesting ways. (June 2002).

On this basis a child-centered instruction can be visualized as the teacher would be working with individual child possibly with each of them being at different points of learning. The teacher knows where the individual child is and also knows how the child will learn best. The basis of the teacher to know where each child is and plan for his/her learning is teacher's

continuous observation, assessment of students' learning and understanding what students have learned and what not and their learning styles. It is not always necessary to conduct paper and pencil test whether using test paper or workbook. Teacher needs to use various opportunities to find out if child have learned something. The child helping other members in the group, child answering teacher question in the classroom teaching learning situation, class work, homework are also tools to assess learning and planning further learning for the child. To cater learning needs and styles varied types of materials and opportunities are available in the classroom/school/ environment.

## **Understanding Concept of Child-centered Education**

Vision needs to be translated into activities and actions. Understanding the concepts and planning into concrete bases is important. Embracing child-centered approach Kilpatrick developed a four-stage learning from real situation through topics,

- The children specify what they want to know, ask questions, and devise ways of finding out.
- They consult books and develop an action plan.
- They execute that work.
- They present findings to others, review, and make judgments. (Pollard, A and Bourne, J, 1994, p. 189).

Rousseau emphasized the fact that the child should be free to learn from direct experience. Dewey advocated that children pursuing their own studies would be motivated to speculate, observe, gather information, and test out guesses or hypotheses to solve their own problems. (Pollard, A and Bourne, J, 1994, p. 189). Wiles and Bondi provided an example of child centered vision,

## **Philosophy Statement**

We desire in each school, kindergarten through adult education, a programme that will focus on the individual student to provide learning experiences in the cognitive, affective, and psychomotor areas.

## **Program Concepts**

A program of individualized instruction will be implemented.

A basic diagnostic-perspective approach to teaching will be used.

A variety of materials, both commercial and teacher-made, will be used.

A flexible schedule will be implemented.

Instructional assistants will perform teaching, planning, and clerical tasks.



Instructional leaders (teachers) will serve as facilitators of program planning and implementation.

A facility that provides as much flexibility in programming as possible will be promoted. (1993, p. 110).

Individual attention is the essence of child-centered education approach. Individual attention occurs when the teacher interacts privately with a single child. By contrast individual work takes place when all the children have different tasks, frequently drawn from a wide range of curricular areas. When individual work is in progress the teacher is almost bound to favor individual attention as well because no two children are doing the same thing. (Boydell, 1978, pp. 66-67).

Individualized instruction requires teacher to work on a personal, one to one basis with each student; tailor instruction to specific needs and abilities of the learner; learners be free to work alone at their own pace; and pace, medium of presentation, study style, context evaluation technique are adopted to the needs of each individual students. (Chauhan, 1979, p 59).

### **Vision Practice Gap**

Classroom delivery practices that could be usually observed is whole class teaching emphasizing on rote memorization of the textbook content. The classroom teaching learning activities in the primary classrooms of Nepal are largely teacher dominated with emphasis on teaching than students' learning (Aaltonen, 2002). Rote memorization of the textbook content is the focus. A study undertaken by CERID raised the issue -- what does all this mean - child-centered/student-centered/child focus/joyful learning and how are these applicable in the classroom situation in the Nepalese context? These terms were found to have been loosely defined and also not referenced and related in the training manuals. The training and the prevailing classroom practice focus have been on teaching rather than on learning (CERID, 2003).

One of the research studies of CERID tried to outline what vision of a primary classroom teaching learning the teachers and DEO personnel have. The vision of a primary classroom is the same -- child centered, student centered, based on learners' interest and capacity joyful/interesting learning to the students, develop inner capability of the child and so on. There is also similarity in the understanding of the required assessment practices for such classroom teaching learning - evaluation along with the teaching learning, base teaching learning on the outcome of the assessment, teaching learning need to be based on the where the student is, formative/summative, CAS, other forms of assessment tools than paper and pencil that only, and so on. At the level of using these terms, it is fine. DEO personnel could use the right terms and be more articulate, but teachers also jot down these themes in the

own ways. Vision at least in the use of terms is clear from center to the school level. The gap is in the conceptual clarity. When asked what kind of activities there could be in a child centered teaching learning, there were then confusions. Even when asked what a CAS form would look like in a heterogeneous group and in a homogeneous group class could not be appropriately explained in the CAS piloting district. (CERID, 2004).

Recently adopted pre-service as well as basic training curriculum of NCED (2000) identified the competencies for teacher training and emphasizes activity based and guided practical activities as training modality. These are essential to visualize teaching learning in a primary level classroom. Several of the objectives set are related to student-center learning which is emphasized in BPEP documents such as MTR (March 2002), EFA and also in various training packages. Next step is to weave these in the student-centered learning vision.

In the teacher training, child centered education has not been elaborated in terms of classroom practices. There are inconsistencies in what has been covered in the training and what is required in a child centered/individualized instruction. Such as in 10 months' in-service as well as in 10 days recurrent training packages 'item analysis' has been included in the content. If criterion referenced assessment practices are emphasized in the child centered/individualized instruction then providing content useful for the norm referenced test is not much useful. Similarly terms such as individual attention, individualized instruction are confused with whole class teaching followed by individual monitoring. Child-centered/student-centered/child focus/joyful learning are used in training manuals, but there is lack of clear explanation of these theories as well as plans and activities to accomplish these.

### **CAS Within Child-centered Education Frame**

BPEP Master Plan for 1997-2002 identified lack of evaluation of student's performance on affective domain; teacher as passive implementers of assigned roles; lack of support to the teacher for continuous evaluation of the students; limited reporting as well use of the outcome of the student's evaluation; and feeble nature of accountability in primary education system. One of the suggested remedies for this was CAS.

As developed in the BPEP II program CAS is not only to give away to formal and periodic type of student assessment practice, but also to cater individual student to achieve curricular goals through continuous assessment, planning and using learning intervention for each of the child on continuous basis. Thus, CAS has to fulfill requirement of assessing students achievement and cater as a teaching method that emphasize individualized instruction. In this context CAS has following common strategies (Nyachhyon and Webber, 2001):

- The class teacher uses all the learning outcomes of the curriculum as the basis of the teaching and assessment of the students.
- The teacher assesses the students along with the teaching. There is no separate periodical examination.
- The class teacher keeps the student progress records using a set of learning indicators.
- The class teacher keeps the student progress record in their portfolios.
- All the students will be promoted to the next grade at the end of the second year.

Evaluation of the CAS piloting by Nyachhyon and Webber found gaps between the intention of the CAS and its practice at the schools.

A study by CDC (July 2003) about the practice of CAS in the pilot districts brings forth several findings which negate with the intention of CAS. For example the study found out that the schools were conducting the periodic examination as they used before the introduction of the CAS. The achievement indicated in the portfolio was higher compared with the achievement test score of the students. While the average score in portfolio was about 2.6 or more (out of 3) the average score in achievement test was from 47.7 to 60.2. Also there was no correspondence in the portfolio score and achievement score for example in Chitwan district the portfolio rating was 2.7 and achievement score was 60.2 whereas in Surkhet district the portfolio rating was 2.9 and achievement score was 47.7. The study also pointed out other reasons on the way of implementation of the CAS -- overcrowded class; difficulty for the teachers to match lesson goals with that of the students' progress report; maximum use of textbook and less use of other curriculum materials; teachers not using outcome of assessment for improving instruction.

### **Burden of Horns and Tails in CAS**

Conjoining of several, remotely related objectives in relation to CAS could be found such as liberal promotion, increasing enrollment, promotion, achievement and decreasing repetition and dropout. The real purpose of CAS for improving classroom teaching learning has been shadowed. Implementing CAS as a project and piloting of CAS is the evidence of delineating the real purpose of CAS. CAS need to be linked with child centered, individualized instruction with the purpose of maximizing students learning. Other achievements such as increase in enrollment, decrease in dropout can come along as by products.

### **CAS: A Vision for Quality Education**

CAS should be seen as a vision for quality education. It also needs to be recognized that it is not an easy task to achieve CAS embedded in the child centered approach. This can be a long term vision with other intermediary steps towards this goal. A logical approach in developing teaching learning would be to focus on 'child-considered' pedagogy leading to



child-centered approach in a systematic manner. Teacher training has crucial role in this. It is essential to provide focussed training which time and resources would allow; learning and practice of the skills could be possible; and essential skills for a primary level teacher could be provided. For this,

- Visualize what an ideal primary classroom in Nepalese schools should be - both in terms of children's learning and in terms of classroom environment.
- Identify minimum skills required by the teachers in such a classroom. At least these minimum skills should be provided to the teacher through training.
- Emphasize discussion, demonstration and practice of the skills during training.
- Refer to existing conditions and link skills adaptable to varied situations - crowded, normal and multi-grade.
- Use training as a model classroom. It is important to remind and focus on what learning outcome is to be focused.
- If techniques/methods suggested in the training is different from the existing practice explain and help teachers to understand how these can be effective ones such as no alphabets and spelling in the beginning in English language, repetitive addition than memorization of multiplication table.

It is equally important to clearly state vision of a primary level classroom teaching learning, such as - child-centered learning in which:

- Teaching learning will be based on child's interest, experience.
- Children will have the freedom to choose their own activities.
- Children learn by their own style and pace.
- Instruction will be individualized where it is possible that children are at different levels and engaged in different tasks, attaining different curricular objectives.
- Activity-based, project work will be designed according to the interest and experience of the child.
- In order to cater to individual needs of the child, CAS will be used to record what the child has learnt and where the child is for the learning goals set etc.

### **Assessment of Individual's Performance Embedded in the Tradition**

In the ancient Nepalese education system (Sanskrit and Buddhist) there was not prescribed or annual examination system. Usually pupils go to Gompas or to their Gurus for their education where pupils of different ages and varied abilities might be in the group/class. A

new lesson was given only when the teacher was satisfied that the old one has been mastered. There were neither formal lengthy examination nor degree and diploma was given. The teacher used to write a few lines to certify the qualification of the pupil. (Altekar, 1965; NNEPC, 1956; Sharma, BS 2059). Thus even in the oral transmission of knowledge and rote memorization system, teacher need to know where the pupil was in order to given the pupil further lesson. This required assessing who is where and guiding accordingly.

## **Simplicity is the Key**

Standard terms are used to convey the uniform meaning. When various terms are used to mean the same thing, teachers seem to be confused and confusion has been one of the reasons for inaction. Use of terms milestones, learning outcomes, learning outcome indicators, continuous assessment in a row for similar activities were found to have created confusion to the teachers (CERID, 2002). Like the students teachers also need to be prepared from where they are (entry behavior) and build upon what experience they already have. Teachers usually know who are performing well and who are weak in study among their students. Some of the teachers also know where individual student is with respect to the content of the textbook and who will or will not be able to grasp a given content. Clearly such understanding of the teacher is based on continuous assessment of the pupils' progress by the teacher. If teacher uses his/her understanding of the performance of their pupil to provide best possible instruction on individual basis that will be individualized instruction. There is always danger that a person can cut him off if non-understandable jargons are used or the presentation is such that keep them aloof. Simplicity is the key for grasping the meaning and beginning for the initiation of the action.

Therefore, for achieving child centered education where CAS is embedded, it is essential that there is -1) conceptual clarity on child centered education and CAS, 2) the classroom is visioned in terms of child centered education and CAS, 3) operational base is established, 4) teachers are properly prepared, and) enough time is allowed for the consolidation of the efforts.

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# School Change: A Process of Cultural Change

L. N. Poudel \*

## Introduction

School culture as the shared assumptions, values and norms of a school, which influences the functions of the school staff (Visser, 1999). To implement any improvement projects or changes in a school, it is necessary to identify the culture of the school. "School culture plays a powerful role in changing our schools" (Stoll and Fink, 1996: 81). Various interventions for the school improvement have been ineffective due to the absence of cultural consideration. In this regard, to change the way of functioning of a school, it is necessary to change its culture (Dalin, 1993).

- Nepal has implemented different projects to improve school. Such projects were teacher training, curriculum reforms, management reforms, physical infrastructure improvements and so on, but the outputs of these projects are not satisfactory. The classroom practices have not been changed and both the quality of schools and quality of education are not improving. There are no significant changes in classroom practices from 1960's to until now, but thousands of teachers attended in-service and pre-service teacher training courses every year (Bista, 2002). This shows that one of the main causes of failed reforms might be the lack of consideration of the individual school culture through the process of change.

The main aim of this paper is to discuss different forms of school culture and identify their impact on school change. For this, the paper starts with describing meaning and perspectives of school change. It also identifies different forms of school culture on the base of different literatures.

There are different perspectives of school change. Ernest R. House identified three different perspectives on educational changes. These three perspectives are the technological, the political and the cultural (Quoted in Dalin, 1998). Although the paper discusses these three perspectives, but further descriptions are based on cultural perspective. Hargreaves (1994) identifies, four forms of school cultures: individualism, collaboration, balkanisation and contrived collegiality, which are the basis for describing school cultures. Cases of two schools are also included as the examples of cultural practices on Nepalese schools.

## Meaning of school change

Changing values, structures and technologies of the society lead to change the objectives, contents and pedagogy of education. There are no longer absolutes; values are debatable and indeed are debated (Morrison, 1998:1). Societal changes from traditional to modern and post-modern, different theoretical bases, impact of market forces on education are some important factors, which leads to the educational changes. The impact of multiplicity and fragmentation of post- modern age are inseparable from education. Similarly, different scientific

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innovations and theories as well as social theories are also the context of educational change. Although there is a big difference between business organisation and educational organisation, the impact of open and competitive market has direct influence on education. Morrison (1998) also agrees with these impacts of changes in management of business and industries that have influences on education. These are some macro contexts of educational change. The changing power relations and practices within the school are the micro context of school change. There are different sub-cultures within the school, which may be the sources of conflicting interests. However, the changes in education can be understood in relation to these macro and micro contexts.

“It [change] is a process of transformation, a flow from one state to another, either initiated by internal factors or external forces, involving individuals, groups or institutions, leading to a realignment of existing values, practices and outcomes”(Morrison, 1998: 13). He further describes that change is a dynamic and continuous process of development and reorganisation in response to felt needs. This view also assumes that change is a pre-planned and it has predictable nature. However, there is an alternative approach of change, which believes that it is a continuous and unpredictable process.

When we consider diverse and fragmented post- modernity as the context of school change, we can find different paradoxes for change. Hargreves describes seven dimensions of post-modern paradox of educational changes. Occupational flexibility and technological complexity demands for diversity, which is a problem teachers. Diversity and localisation versus globalisation are another paradox of post-modernity, which creates difficulties for schools and teachers. Moral and scientific uncertainty also creates confusion about the content and method of teaching. This is another challenge for teachers to develop situated teaching. The fourth paradox is flexibility and balkanisation. There is crisis of moral values and cultural identity and the psychological crisis between individual self and interpersonal relationship. The sixth paradox is the technological advancement and complexity. Finally, the compression of time and space provide flexibility with better responsiveness and better communication.

## **Different perspectives of Educational Change**

There are different perspectives about the educational change and different perspectives have different views and assumptions on educational change. Some of the values and assumptions are contrasting and some are overlapping. Dalin (1998) discusses three different perspectives on educational changes, which is identified by Ernest R. House. These three perspectives are the technological, the political and the cultural. The technological perspective believes with the technological solution or technological intervention works for change. The main objective of change is greater efficiency and increased production (Dalin, 1998). For example, development and use of instructional materials and changes in methods of teaching results in better learning. This is a rational and systematic process of change. The change, in this perspective means the development, selection and use of appropriate technology in school and in classroom.



According to political perspective, the school change focuses on power, authority and conflicting interests. Conflicts on interests can appear on a personal, the group and at the organisational level. There are different on interests and wants of people. Therefore, the school development and changes on school have not a unique meaning for all. That means a single change may not be able to satisfy different interest groups. Furthermore, a particular change might have negative impact to the some interest groups. Such conflicting situations create problems to the changing process. However, the change in this respect can be carried out by negotiating with different interest groups. While implementing change in a school, we need to think who this change is beneficial for and who the target groups are.

The values and norms embedded in a group of people, an organisation, or a community has a greater impact on changing process. Such values, norms, practices form a culture of a group, an organisation, or a community. The cultural perspective tries to understand how norms and values are formed, how the work is structured, how interpersonal relationships are developed and maintained, and how a particular ideas for change and renewal are interpreted in the school (Dalin, 1998). The meaning and value of change in this perspective is situational and contextual. The cultural perspective believes organisation as "complex social organisations held together by a symbolic webbing rather than a formal system driven by goals, official roles, commands and rules" (Deal, 1990, quoted in Blenkin et al., 1997:217).

While analysing these perspectives specifically, the political and cultural perspectives, it can be concluded that, there is no universal norm that could define what is 'better' for a school. It is a question of values, as well as other factors relevant to the situation and that we must consider for 'whom' the benefits of school improvement occur (Ekholm and Miles, 1989, quoted in Dalin, 1998: 96).

There are some merits and limitations in each perspective and it would not correct to assume any one of the perspectives is accurate. These perspectives have some overlapped and interrelated parts. However, in recent years cultural consideration has risen markedly (Dalin, 1998). Without considering the culture of school it is difficult to implement any changes "innovation cannot be assimilated unless its meaning is shared" (Marris,1974, quoted in Blenkin et al.1997: 218).

The above three perspectives of school change suggest that it is difficult to identify a single way of school improvement and change. However, over all changes in school can work when there is a favourable culture within the school. That's why school culture can be taken as one of the main dimensions of change process. Dalin (1998) also observed that school improvement heavily depends on the 'culture', the school represents. Fullan (1997) identifies one of the main causes of failure of educational change plan is lack of understanding the values, ideas and experiences of implementers or the school personnel. In this way, to implement any changes in a school, it is necessary to identify the school culture. Similarly, change in school culture is one of the main dimensions of school change.

In the context of change, two relevant questions need to be asked: "Are the changes always positive? the changes have any meaning to the students?" One the one hand, changes are generally taken as positive, as the aim of the changes is to improve school and students'



learning. On the other hand, there are two arguments that oppose this positive impact. There are various stakeholders such as students, parents, funding agencies, teachers, employer etc. of a school and the needs, interests and culture of these stakeholders may not match, furthermore, some of them may be contrasting. Thus, the changes for whom and whose needs have to be counted are important, but it is a neglected question in the literature as well as practices of change. Another fear is that sometimes the change may break the existing practice but does not cope with new once.

For quality focus change, it is necessary to consider the diverse need of the students for example, girls, and socially disadvantages groups, ethnic and linguistic minorities, children with disabilities and special needs. The educational change, without considering the needs and cultures of these diverse groups is not meaningful for all. Different literatures dealing with school change have paid emphasis on technology, structures and teachers' efficacy and cultures, but student and their cultures, which are the pivotal of the change, have been neglected. Whatever may be the perspective of change, students' diverse need and culture need to be counted.

## **Conceptualising School Culture**

There is lack of a single consistent definition of school culture. Historically the meaning of culture has been changing. Bocock (1992) describes five different and historically contingent meanings of culture. The earliest meaning of culture was cultivating something, for example, land, crops and animals. The second meaning of culture refers to the cultivation of the mind, the arts and civilisation. The third meaning of culture is a general and universal process of social development. The fourth meaning of culture refers to the meanings, values, way of life shared by particular nations, groups, classes, period etc. The fifth and the final meaning of culture is the practices, which provide meanings, that is, the signifying practices. Bocock further says that non-of these meanings have completely disappeared. However, the fourth and fifth meanings of culture are predominantly prevalent nowadays.

Like society or any organisation, school is interlocking systems of beliefs, ideas, values, attitudes, meanings and symbols, rituals and behaviours, whose aggregate forms a school culture. A culture is hardly identified concretely, but it can be realised. Culture refers to the complex, coherent, internal reality that is shared by the members (Tuohy, 1999). In this way the organisational culture can be viewed as 'the way we do things around here' (Deal and Kennedy, 1984, quoted in Stoll and Fink, 1996). Finnan and Levin (2000) have given a comprehensive definition of culture, "it is something that surrounds us, gives meaning to our world and is constantly being constructed both through our interactions with others and through our reflections on life and our world" (pp. 88).

Finnan and Levin (2000) discuss societal, localised and personal cultures. At a societal level culture can be taken as a large concept such as the culture of schooling, Asian culture, European culture, youth culture and so on. These cultures provide meaning, a link and a devotion to the diverse group of people. Culture at a societal level serves essentially as an umbrella of agreement among otherwise diverse people (Finnan and Levin, 2000). Shared culture within a common geography, religion, ethnicity or workplace is a localised culture.

The culture of an individual school is an example of localised culture. At personal level, the culture is exhibited in the individual perception and actions. Culture appears both within and between the people (Brunner, 1996; Evans: 1982, quoted in Finnan and Levin, 2000), which represents the personal level of culture. It has dual functions, first it shapes relations and interactions between persons and second, it provides a vision about the world.

The school culture generally refers to the unique culture of a school. This is the culture at the local level, that is, the organisational culture. The school culture is interpreted in localised culture, but the individuals and their relations are also a very important determinant of what constitutes a school culture (Dalin, 1993). Therefore, to change the school culture, it is necessary to work with the cultures at the individual/ personal as well as group or local level.

## **Different Forms of School Culture**

Hargreaves (1994) identifies four different cultures of school: Individualism, Collaboration, Contrived collegiality and Balkanisation. These four forms of culture are generally representation of cultures of teachers or cultures of teaching. Hargreaves describes that culture of teaching includes beliefs, values and habits and assumed ways of doing things among communities of teachers who have had to deal with similar demands and constraints over many years. He further discusses content and form of teaching culture. The content of teacher culture includes attitudes, beliefs, habits, assumptions and way of doing things that are shared by a particular group of teachers or by the teacher community as a whole within the school. The form of teacher culture includes the characteristic patterns of relationship and forms of association between members of those cultures (Hargreaves, 1994). The four types of cultures discussed by Hargreaves represent the forms of the culture. The contents and forms of the culture have different meanings, but they are interrelated. "Indeed, it is through the forms of teacher culture that the contents of those different cultures are realised, reproduced and re-defined." (ibid: 166).

Most schools have isolated classrooms, teacher teaches alone in a closed room. As Lortie's expression, most schools have an 'egg- crate- like structure', which promote segregation, isolation and autonomy for the teachers. The individualism is a culture where the teacher works along. Lotrie (1975) expresses the view that generally there is a culture of following the tradition, that is, there exists conservatism and they focus short-term issues, that is, there is a culture of presentism. Individualism is seen as fragmentation and it has three visible characters: isolation, ceiling to improvement and protection from outside interference (Hargreaves, 1994).

Collaboration in school means teachers and administration working together, sharing their knowledge and ideas and developing plans to achieve educational and school's goals. In collaborative school culture teachers work together spontaneously and voluntarily without interfering external control / forces (Stoll and Fink, 1996). In collaborating culture, teachers participate in discussion regularly with their colleagues and share ideas, knowledge, skills and techniques related to their profession. At the same time, they try to solve the problems related to classroom practice jointly. In collaborative culture there exists sharing, trust and support among the teachers, preference is given to the daily work, family structures of



organisation and leadership, joint work and continuous improvement (Hargreaves, 1993). In collaborative culture, the focus is given to the student as well as teacher learning. Similarly, there is a strong belief that students and teachers can learn and develop. It supports students and teachers interrelationship to achieve school's educational goal and therefore collaboration promotes shared and collegiate relationships with improvement and performance orientation. The imposed collaboration and collegiality is contrived collegiality. The more controlled approach toward collaboration, is called contrived collegiality (Hargreaves, 1994). "Contrived collegiality is characterised by a set of formal, specific, bureaucratic procedures to increase the attention being given to joint teacher planning, consultation and other forms of working together" (Fullan and Hargreaves, 1992: 78).

In contrived collegiality, the collaborations are not spontaneous, voluntary and development oriented. Contrived collegiality is administratively regulated meeting and working together, compulsory peer meeting and coaching, implementation oriented, fixed in time and space and predictable nature (Hargreaves, 1994). Some of the schools have different departments, wings, subject groups, interest groups and so on and they are competing nature for the seek of power and influence for their own purpose. Such cultures are known as balkanisation. Balkanisation is a form of collaboration in which teachers are neither isolated nor work as a whole school (Stoll and Fink, 1996). Balkanisation is "a culture made up of separate and sometimes competing groups, jockeying for position and supremacy like loosely connected, independent city states" (Fullan & Hargreaves, 1992: 70).

One of the views claims that individualism as a psychological deficit of teacher. For example, studies of Dan Lortie (1975) and Rosenholtz (1988) have found that one of the main factors of individualism is psychological state of the teacher (Fullan and Hargreaves, 1992). Similarly, there are different examples of workplace condition, which produces individualism. For example, Lortie explains that this is the physical isolation, Flinders describes it is ecological isolation, McTaggart (1989, quoted in Hargreaves, 1994) explains working condition as the organizational social conditions and constraints. Whatever be the interpretation individualism, it is primarily a shortcoming, not strength, a problem, not a possibility, something to be removed rather than something to be respected (Hargreaves, 1994).

The collaboration and collegiality are a positive concept in educational change and improvement. Rosenholtz (1988) assumes that improvement in teaching is a collective rather than individual activity. As describe by Rosenholtz, teaching is not certain or fixed job and on this uncertainty, collaboration helps to maintain teacher's sense of confidence. Ashton and Webb (1986, quoted in Hargreaves, 1994)) also conclude that reduced teacher's sense of powerlessness and increased sense of their efficacy are the main benefit of collaboration. Furthermore, valuing individual with group interdependence and valuing openness with a sense of mutual security appears in culture of collaboration (Nais et al., 1994), which helps to promote change in a school.

The above-mentioned points are positive aspects of collaboration. However, the practical scene may not be identical as described here. Little (1990) describes four different types of collegial relations among teachers: scanning and storytelling; help and assistance; sharing



and joint work (Quoted in Fullan and Hargreaves, 1991). According to Fullan and Hargreaves first three forms represent the weak form and the fourth one represents the strong form of collaboration. Here, the joint work consists of team teaching, planning, observation, action research, mentoring etc. In actual practice, the strong form of collaboration is hard to maintain. "Collaborative cultures are very clearly sophisticated and delicately balanced organisations, which is why they are hard to achieve and even hard to maintain" (Fullan and Hargreaves, 1992: 69). So one of the criticisms of collaboration and collegiality is that it is normative and ideal, but not real and practical. Another criticism is it is slow and cumbersome process of decision-making (Bush, 1997; Fullan and Hargreaves, 1992). Bush further explains managing consensus for decision-making is another problem of collaboration because it underestimates the significance of conflict with in education.

Various head teachers and other administrators have been trying to manage planned and controlled collaboration, the contrived collegiality. They try to maintain predictable and compulsory participation and collaboration with fixed agenda and time. Contrived collegiality is a process of implementation of new approaches and techniques coming from outside into a more responsive and supportive school culture (Fullan and Hargreaves, 1992). Fullan and Hargreaves further express that the contrived collegiality is useful for initiation of collaborative work with creating touching environment with teachers. On the other hand, they identify the weakness of contrived collegiality that is, it may reduce to a fast and smooth administrative substitute for collaborative teacher culture. In this way, contrived form of collegiality can be useful, if it is used as a process of developing collaboration otherwise contrived collegiality may "reduce teacher's motivation to cooperate further" (Fullan and Hargreaves, 1992: 79).

Some of the schools, especially in secondary schools, in the name of collaboration, a balkanized culture exist. Balkanization is seen a common characteristic of secondary school life and it restricts professional learning and educational change among communities of teacher and perpetuates and expresses the conflicts and divisions (Hargreaves, 1994). Balkanization is not limited with working and living in smaller groups and to identify with differences, it also constructs division with powerful and powerless. On the one hand, small groups like teaching teams, curriculum planning groups etc. have positive impact on change and improvement, and on the other hand, some of the forms of balkanization have adverse consequences on students and teachers learning (Hargreaves, 1994). As Hargreaves' example, when promotion, status and resources are distributed according to subculture, there may be unequal distribution, which creates winner and loser and these political complexions have different education consequences. He claims:

Imbalances of power and status between tightly bounded groups make it difficult for teachers to reach common agreement in areas that threaten their career opportunities, resources or conditions of work. When major innovations are introduced, they also divide teachers into supporters who will prosper from the innovation, and opponents who will suffer by it (Hargreaves, 1994:215).

The balkanized culture “impedes school-wise acceptance of particular practice and inhibit the open discussion that might eventually lead to the creation of a whole-school perspective”(Nias et al., 1994, quoted in Fullan and Hargreaves 1992: 72).

It is generally accepted that collaborative culture is a best promoter of school change. However, making collaboration is a long journey and it could not attain immediately. Similarly, unpredictable nature of collaboration is also another problem. In these situations a perfect collaborative schools are rare. “Most teachers work in schools where individualistic and balkanized cultures coexist, a combination that offers few prospects for educational change and beneficial teacher development”(Thomson and Holloway, 1997:314).

Contrived collegiality is also found in different schools. It is already discussed that contrived collegiality has some positive as well as negative aspects. However, contrived collegiality can be taken as a strategy for collaboration or a road to develop collaborative culture in a school.

However, different studies and writings have identified the power of collaborative culture for school change. “The collaborative culture at the school persisted because staff routinely supported and learned from each other for the benefit of successful implementation of educational change” (Thomson and Holloway, 1997:325). However, contradictions appear between teachers and administration to manage collaboration and contrived collegiality. Administrators generally prefer contrived form.

Although collaboration can be taken as a change-driven culture, collaboration is neither an end nor a penance, but it is an effective medium or means to improve quality of classroom teaching and learning. The ultimate goal of cultural change is to influence and change the traditional classroom practice. That is, the cultural change as well as educational change have a meanings when it influence and changes the classroom practices.

Various cultures within a school may differentiate themselves, those of the teachers, pupils, administrators, non- teaching staffs and parents (Stoll and Fink, 1996). However, the role of pupils in school culture is neglected in much of the literatures. Fullan (1991) also says “educational change depends on what teachers do and think” (quoted in Stoll and Fank, 1996: 100). What extent do these teachers cultures dependent literatures contribute to school change? It may be the one aspect of the discussion, but important issue is neglecting the students’ role and their culture is an incomplete picture of school culture, which may produces different illusions.

### **The Nepalese case**

There is a lack of Nepalese researches on school culture. Various studies and reports of commissions have identified different problems related to structure and technology. Different projects have been implemented with the aim of school improvement. These projects have been dealing with curriculum, teacher development with content and technical-pedagogical knowledge and skills focused training, structural change, improvement of physical facilities, changes in techniques of students’ evaluation and so on. However, the quality of teaching learning within the classroom and quality of its product has been questioning. In this regard,



identification of individual school culture and general teaching culture may contribute to school improvement.

To identify existing school culture, I visited two secondary schools situated in the Kathmandu valley. Both the schools have 'egg-crate like structure' of classroom as described by Lortie (Quoted in Hargreaves, 1994). The principals and vice- principals of both the schools had similar views about collaboration. One head teacher said, *"We have collaborative culture, teachers discuss in their staff room when necessary, they come to me and discuss about different matters and we also conduct staff meetings."*

I observed the staff room several times and talked with the teachers. During my observations and talks with teachers, the topics of talking in the staff-room and discussing with principal and vice-principal were, political matters, personal matters and some of them were interested to discuss the problematic behaviors of some students. Paudel (2001) also identified the similar situation, when he observed a school. He states, "...the activities, discussion, debate and interaction between teachers inside the school did not pose the educational contents"(pp 5).

Another school had managed subject departments. The principal of that school said, *"We have subject departments, teachers within the department discuss together, they conduct several meetings, and they manage collaboration. We conduct occasional meetings with department heads to know the problems and progress."*

When I observed the department, there was no discussion about teaching procedures and methods, however, teachers submit course completion reports to the department chief.

In both of the schools, teachers had no experiences in joint or team teaching. They were working individually in the isolated classrooms. Discussion and sharing ideas about classroom practices were rarely found. In these schools, general school cultures were individualistic. However, there were some contrived forms of collegiality and balkanization also found. MITRA (2001) has identified that the inadequate nature of interactions between student and teacher and teacher and teacher as the dominant culture of schools.

Membership and loyalty on different teacher's unions is another balkanized culture of Nepalese teachers. There are different teacher's unions in which most of them are like a sister organization of different political parties. Various schools are suffering from these supporting and opposing role of teachers as their union does. These supports or oppositions of teachers and head teachers are generally guided by political and power interest, but not professional and pedagogical. World Bank report (2001) also indicates that highly politicized teaching force is a major cause of decline in the quality of public education in Nepal.

During school visit, I had also tried to identify how students are participating in classroom activities and classroom decision-making. At the same time, how teachers are addressing diverse needs and cultures of the students also reflected in teachers explanations during informal talks with teachers. The teacher told me that during the classroom teaching question-answers are generally part of activities, from which students can participate in classroom activities. The teacher further explained that special care and attention have been given to the weak students to address diverse needs of the students.



These expressions of teachers show that there is a lack of conceptions of students' participation in decision-making. Similarly, teachers are unaware of the diverse need and cultures of the students. Teacher's authoritative practices are prevalent and students' participation and their cultures are being neglected. The claim of teachers, 'the equal treatments for all student' is not considering the diverse needs and cultures of students, but it may reproduce the dominant cultures of the school and society.

## Conclusions

School culture and school changes are interrelated, but the relations are not linear. However, to work with school change, it is necessary to consider the school culture. "When culture works against you, it's nearly impossible to get anything done"(Deal and Kennedy, 1984, quoted in Stoll and Fink, 1996: 80). It suggests two things, first, to work with the school change, we have to identify the culture of the school, whether the purposed change works or not. The second, we need to work with culture and try to change school culture so that it promotes change. In this way, school change is not only structural and technological change; the important thing is to change its culture.

All these types of school cultures, may have positive as well as negative aspects. However, some cultures have strong change driven nature and some are weak in this sense. In this respect, school culture is seen as promoter when the changes are implemented with considering the school culture and the school culture may inhibit when the changes are implemented without considering the existing culture of the school. Furthermore, changing the school culture so that it can facilitate the school change and improvement, is an important aspect of implementing change in a school. Again, it is difficult to answer the question, where do we start the change, structure, technology or culture. In this respect, at least we can say that whatever the starting point, we could not ignore the culture of a school. That is, the cultural consideration is an integral part of educational change in school. As Fullan's argument, educational changes depend on teacher's thinking and doing. "What they [teachers] do and think is fundamentally influenced by their beliefs, assumptions and values, which in turn shape norms" (Stoll and Fank, 1996). There are often seen resistance for externally imposed changes in teachers and administrators because the proposed changes do not fit their school culture (Finnan and Levin, 2000). Finnan and Levin (2000) and Deal (1990) further describe that when the changes build on the strengths of school culture then it encourages and fosters change and improvement.

Hopkins et al. (1997) maintain "the ultimate achievement of school improvement is a transformation to the culture of school"(pp. 269). They further describe that school improvement means students' achievement through teaching-learning process and conditions, which support it. Here, school improvement is not concerned only with achievement, but the process itself and the supporting culture, that is, "we regard school improvement as a distinct approach to educational change that enhances student outcomes as well as strengthening the school's capacity for change"(ibid, pp. 261).

Collaborative culture is generally considered as a supporting culture for school change. However, the collaboration does not build in a vacuum. School's practices, beliefs, internal

and external group dynamics and power relations, students' and parental perceptions, etc. play significant roles on cultural changes. Although, the method and process of building desired culture may vary, but the starting point will be the identification of existing culture of the school. Similarly, the facilitating and resisting factors need to be identified. Again, cultural integration may not work everywhere because diversity and multiplicity are the growing assumptions in postmodern age. Therefore, differences and ambiguity are also present in school culture.

Domination of individualism with few characteristics of contrived collegiality and balkanization itself is seen as non-facilitating factors of Nepalese school change. On the one hand, Nepalese schools culture is not change-driven nature and on the other hand, there is lack of cultural consideration in school development and change process. Another discouraging situation is that there is a lack of consideration of students' diverse needs and culture during the classroom practices. The uniform and teacher dominant authoritarian practices are prevalent in the school.

School culture and school change go hand in hand. Again, school change is itself the process of cultural change. Therefore, without changing the school culture, the structural and technological changes are not likely to gain the desired quality of school system.

The main purpose of school change is to improve students' learning through classroom practices. Therefore, every change process has to be directed toward students' learning. In this regard, changing culture is not a prime goal, but cultural change is a process or means to achieve goal, that is, effective classroom practices and students' learning. The Present teacher culture related literatures and teachers' development practices seem insufficient to change the school practice. Furthermore, without considering students' feelings, values and needs during the change process and classroom practices, it is difficult to get the meaning of real change and improvement for the students. In this context, some urgent changes are needed for effective teacher development practice. First, school based teacher development process has to be managed instead of individual teacher development practice. Second, teacher development has to be managed as a process of improving students' learning conditions rather than a process of giving more power to teachers. Third, it has to be associated with cultural change of schools and teachers instead of limiting content knowledge and pedagogical process. Fourth, teacher has to be developed as a reflexive practicer, rather than as a technological agent of the system.

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# **Social Climate and Classroom Teaching Learning Environment**

Babukaji karki\*

Nepal is a heterogeneous country with people from varied economic, social, language and cultural background. Similarly, schools are comprises of various norms and values due to the teachers and pupils from different societies and cultural background. They have own individual differences in many respects such as home experiences, culture, age, sex, and abilities, as well. Likewise, children have different rates of learning abilities due to their individual differences. The schools try to promote individual potentialities to achieve the educational goals through creating healthy social learning environment. According to Durkheim as quoted by Haralombos and Holborn (1995) the major function of education is the transmission of society's norms and values. Individual must be cooperated with those who are neither their kin nor their friends. The school provides a context where these skills can be learned. As such as it is society in model of the social system.

In this context, teaching is a challenging job to meet the needs and interest of individual children. Teachers should have, good knowledge on student's background effective applications of pedagogical skills and school physical facilities. Here, this paper tries to examine new learning environment is affected by various factor like the social status, culture, norms, values, beliefs, and physical facilities.

The effectiveness of teaching learning is concerned very much with how pupils are feeling moment by moment during the school days. According to Hargreaves, pupils have some freedom to pursue fields of study where they have a special interest or talents by which they develop a sense of their own worth. The sense of loyalty to the school and learn to respect one another for the contribution each could make to the school which can be considered as crucial for the social learning environment in the classroom practices.

## **Defining Social Climate and Learning Environment**

Social climate and learning environment are important aspects of effective teaching learning activities. According to Lindgren (1976), "in as much as the relationship between teacher and pupil is a social one, and both teaching and learning take place in a social setting" what brings life in classroom and learning will be creative. There are various factors related to the productive learning environment, but it is not possible to cover all the factors in this paper. Therefore, in this chapter an attempt has been made to examine selected factors related to learning environments and corresponding theoretical perspectives.

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## **Social climate**

Human is a social animal and cannot live without society. An ideal society can be formed by the contribution of people who belong to it. The socialization processes occur in different places. According to Reber (1995), socialization is the process whereby an individual acquires the knowledge, values, and facility with language, social skills, and social sensitivity that enables him or her to become integrated into and behave adaptively within a society. Socialization is a life long experience, the processes by which the child becomes inculcated with society's values and with his or her own social roles. Social climate in school plays vital role in this process. Reber further states that in general "social climate is a more or less none technical term for the general tenor or inclination of any society or segment thereof, that have effects on the attitudes and actions of its individual members." School is a miniature of the society. Its members are pupils having different types of cultural norm values and beliefs according to their family background. Obviously, they show different types of behavior in classroom activities.

Freiberg (1999, p.11), states, "school climate is the heart and soul of a school". Similarly, school climate is mainly based on the quality of classroom atmosphere. Classroom atmosphere includes effectiveness of the teaching learning activities and social inter-relationship among students, and between students and teachers. In my opinion, such type of positive human relationship within the classroom can be defined as the social climate.

Effectiveness of social climate depends upon school policy, student's background and teacher's efficiency and professional quality. The proper co-ordination among them is substantial for the developing and sustaining social climate of the classroom. Creating social climate and learning environment are much like tending a flower garden. They take a continuous effort. Systematically integrated social climate plays meaningful role in all round development of the children. Such types of climate contribute to enhance effective learning environment.

## **Learning environment**

Learning is the acquisition of habits, knowledge, and attitudes. It involves new ways of doing things as it operates in an individual's attempts to overcome obstacles or to adjust to new situation. It represents progressive change in behavior. To develop creative and social environment in classroom a meaningful co ordination and adjustment between various elements within the classroom are needed. Scott (1999), stated, "learning is the process of adjusting previous response patterns to newly experienced or perceived environmental changes. Learning involves the modification and reorganization of a person's behavior (perception, attitudes, self-image and so forth) because of new experience. Learning may also include relatively permanent changes in behavior due to repetition of practice." It grows out

of more individualized social relationship and experiences. Meacham and Wiesen (1974), identified that, the superior learning environment is designed to meet the genuine needs of teachers and students. Extraneous and superficial school facilities must give way to facilities whose design arises from the objective of the learning situation. Whitaker (1997), emphasizes that learning environment develops into one which both respect and stimulate the learners who work on it. A creative life focused learning approaches, which contains personality, aspiration, needs, relationship, interaction, values, behaviors and experiences can be achieved through creating sound social climate in the learning environment. In this context, the following factors are analyzed in relation to the social climate and learning environment of Nepalese public primary school.

### **Physical facility**

Effectiveness of learning environment is mainly concerned with physical environment of the classroom environment and expectation of student outcome. It plays vital role to enhance comfortable learning environment in the classroom. Mostly physical facility includes furniture, building, shape and size of the classroom, condition and qualities of wall and floor. Safe and sufficient play ground, drinking water and toilets are basic facilities required for a favorable learning environment. These facilities require continuous maintenance. Suitable temperature, ventilation, and light are also essential for a hygienic physical setting these all help to promote healthy social learning environment.

Similarly, Little et al. (1994), emphasizes that social and learning environment of the classroom can be attractive and exciting through changing physical environment of the classroom. The charts and pictures prepared by teacher and students, using local environment during the teaching help to bring classroom environment more welcoming and interesting.

However, these facilities are mainly determined by the effective school management, economic conditions and priority of the system. Data shows that economic conditions of the Nepalese primary schools are not satisfactory. Majorities of the schools do not have any source of income except government grants. The grant is only for teachers' salary and a small portion is for the stationary and school furniture, which is not sufficient at all. Schools have to collect money (funds) from the community for furniture and other instructional materials including physical development of the school. However, most of the pupils in public primary school are from the lower class family background. As Browne (1998) claimed, school in middle class areas will have more active and wealthy parent associations able to provide extra resources for the school. Parents in poorer areas may find it difficult to make such contribution to school funds, and therefore the schools in such areas may lack the resources found in school in wealthier middle class areas.



## **Classroom management**

Management is a continuous process through which members of an organization seek to co-ordinate their activities and utilize their resources in order to fulfil the various task of the organization as efficient as possible. Moreover, effectiveness of social learning environment in classroom is also depends upon the co-ordination between teacher-students and physical environment of the classroom settings. The classroom management also depends on the nature of the classroom-teaching subjects. It was found that one third classroom management were unsatisfactory and 7% school did not make any effort to manage their classroom effectively Nepalese public primary schools (BPEP, 1998).

## **Social activities**

School is an important agency of secondary socialization contributing the process of socialization which begins in the family” Browne (1998,p.36). Its effectiveness determined by the quality of the social learning environment of the classroom practices, because the pupils spend most of the time in classroom environment during the school hours. Besides this, learning environments is also concerned with human behavior and relation inside and outside the classroom. There might be various factors, which concerned with classroom human relationship. Teacher and students are the major actors for that relationship. In the Nepalese schools, interactions between pupils –pupils and teacher did not occur in the classes frequently. Teachers mostly used lecture and other teacher centered methods as instruction. The classes seemed autocratic rather than democratic. On the other hand, teacher used sophisticated languages with mixing English frequently. However, most of the students are from the working or lower classes having different cultural and religious background. In this situation, the languages used by teachers, as a medium of instructions are not according to the levels and backgrounds of the pupils.

According to, Bernstien as quoted by Browne (1998), language used in schools is the elaborated code of the middle class and that is the middle class pupil’s ability to use the elaborated code that gives her or him an advantage at school over working class pupils. The elaborated code of the middle class is more suited to the demands of school work since understanding text books, and writing essays and examinations questions require the detail explanation which is found mainly in the formal language which is elaborated code. Middle class children who were used to using the elaborated code at home will therefore find schoolwork much easier and learn more in school than those working class children whose language is limited only to the restricted code.

Similarly, schools are organized on hierarchal principles of authority and control. Teacher gives orders pupils obey. This practice produces unquestionable and docile workforce. In this context, learning is based upon the “Jug and Mug” principles. The teacher’s posses

knowledge which they pour into the 'empty mug' the pupil. They are encouraged to take satisfaction from the external reward of qualification at the end of their studies. Similarly, curriculum for Nepalese public primary schools are also fragmented into different subjects i.e. languages, science and sociological backgrounds. Bowles and Gintis oppose the practice of fragmented and compartmentalize academic subjects. For instance, the students during the course of the school day move from one subject to another from science to social studies, from language to health education without getting a cohesive knowledge base.

### **Classroom instruction methods**

A better instruction activity depends upon the teacher's ability and professional skills. A devoted and qualified teacher can develop effective learning environment through using attractive instruction methods. Classroom, as a laboratory is a complex of experiments. The teacher is the manager of the laboratory with the task of arranging the learning environment as to maximize the desired changes in the behavior of the students. However, most of the teachers are unable to treat every pupil equally in different respects due to their discriminating attitude toward working class and ethnic groups.

According to Browne (1998) teachers are middle class and children from middle class homes who share the same standards and values are often likely to be seen by teachers as 'more intelligent'. Teacher's assumptions about working class children are that they are less intelligent because of their home backgrounds. Teachers may label lower streams pupils as low achiever. Consequently, such pupils are then almost guaranteed to fail victims of self-fulfilling prophecy.

Various studies show that child centered instruction methods are more fruitful for conducting classroom activities effectively. It tries to meet the individual differences of students. Although, lesson plan, availability and proper use of the time, availability of instructional materials, and motivation of teacher and students play effective role to their applications in practices. However, a previous research report (BPEP, 1997&1998) respectively shows that 82% teacher did not have lesson plan and 62% schools did not have educational materials. Similarly, 55% teachers were using subjects teaching 31% were practicing multi grade and rests were grade teaching.

### **Pupil's background**

Pupils in schools differ widely in abilities, interest, aptitudes, temperaments, and achievements. Such individual differences create complexity in the actual social learning environment. To be effective teaching and learning must be geared to individuals rather than to the whole group. Chand (1994), states that a concept of individual differences is essential to good teaching and learning. He further clarifies that every individual tends to be different in respect to every human trait i.e. physical, intellectual, emotional and social. Moreover,



each individual learns at different rate in the same category of learning different subject matters. In this regard, the business of the teachers is to discover these differences among pupils and provide test and other to determine the degree of individual differences. Hence the instructional methods and procedures could be planned and carried out in accordance with resultant implication. The same methods can not be used in the same way for everybody and for every subject. Regarding this, it would be fruitful to know the causes of individual differences for the effective classroom teaching learning activities.

Browne (1998) suggests that schools are mainly middle- class institutions and they stress the value of many feature of middle class way of life, which helps to cope as home environment for middle class pupils. For the working class pupil, the atmosphere and values of the school may be quite unfamiliar and different to those of his or her home. This cultural clash between home and school affect the social learning environment in the classroom practices for the working class pupils. Likewise, Haralambos and Holborn (1995) says that, many working class parents prefer to send their children to the nearest schools because of a complex pattern of family and structural limitations. They want their children to go to school, which is easily accessible and does not involve long, and dangerous journey school and where friends, neighbors and relatives send their children. Browne (1998) further claimes that, working class parents have a poor attitudes to education. They are more likely to work longer hours, doing shift work and over time due to this reason difficult to visit schools, to care their pupils' progress. Working class parents may see education as of less importance because they may have found their own education had little relevance to their working class jobs. This may leads to poor motivation of some working class children in classroom learning environment.

It was found that those students are high achievers whose family background is supportive and favorable for their mental and physical development. However, those working class backgrounds do not have satisfactory support. They even lacked basic needs required for their proper mental and physical development. For example, most pupils did not have required lunch facilities during the school hours. It ultimately affects the motivation of the pupils towards creative classroom activities, which can be taken as basic factors of hierarchies of motivation. Similarly, the occupation of majority numbers of parents are of manual types i.e. agriculture and daily wage labor. Obviously, they are unable to afford sufficiently to their children's educational development.

### **Languages and pedagogic discourse**

Two-way communication between teacher –pupils and within the pupils in daily classroom practices can be considered as important factor to create productive social climate and learning environment. The languages of classroom interaction play vital role for the meaningful communication between students and teachers. There might be various diversity in the pupils' languages. Bernstien has argue that children from varying backgrounds develop different codes or forms of speech, during their early lives, which affect their subsequent school experiences. It also depends upon the instruction methods and languages used in pedagogic discourse. However, languages used in the interaction are also responsible for the



effectiveness of the classroom practices. Hence, languages play dynamic role in the process of social interaction and pedagogic discourses in the class. Grenfell et al. (1998), states that different researchers established the famous law of 'two-thirds': that, in the average classroom, two-third of time is spent on talk; two-third of this is by the teacher; two-third of which is based on lecturing or questioning." The study further established a structure i.e. I-R-F exchange structure, where *initiation* of talk by the teacher leads to *response* from a pupil, to which the teacher provides a *feedback*. In this context, classroom as such a network of linguistic relations. Pupils in the classroom have different level of linguistic capital due to their varieties of individual cultural and family background. The level of languages applied in pedagogic discourse plays vital role for the social learning environment of the classroom practices.

Similarly, in Nepalese context legitimized languages of classroom instruction is Nepali for the primary grades. It is the official language of Nepal. However, It was found that, 29% pupil have other mother tongue in the primary grades. Those who are speaking Nepalese language as mother tongue also vary in their dialects due to their habitus and field. The sense of a word also varies in different culture and societies respectively. Bourdieu claims that a word is " socio cultural time capsule" packed with socially derived meaning. The effectiveness of pedagogic discourse depends upon the reciprocal relationship between languages and socio-cultural habitus of the pupils on one hand and on the other the teacher have own routines which are based on their own developed pedagogical habitus. In this situation, it can be considered as a challenging task to meet and co-ordinate between different language levels during the classroom practices.

Bernstien suggests that working class family produce restricted code rather than elaborated code due to scarcity of rich interaction within the family member and occupational colleagues. Likewise, "working class people live in a strong familial or neighborhood culture in which values and norms are taken for granted and not expressed in language" (Gidden, 1997, p: 414).

According to Bernstien as quoted by Haralambos and Holborn (1995) the elaborated codes explicitly verbalized where many meanings are articulated with relative precision. The restricted codes offer little explanations due to shared understanding and assumptions that the speakers have so much in common. So there is a less need to verbalize or describe. The communication takes place by gesture, voice intonation and context. Bernstien found that they were limited to restricted cods of speech due to their family status, which defined, by sex, age and family relationship. They have also opportunity to be create to articulate ideas in manual occupation. Likewise, the attainment of the working class pupil can be affected by the elaborated code that used by teachers in formal education as medium of instruction. Those who have mastered elaborated codes fit much more easily within the school environment. Thus languages used by teachers during the pedagogic discourse meaningful impact to create the healthy social learning environment in the classroom practices.

The classroom learning environment is also influenced by the cultural practice although physical facilities and trained teachers are adequately available in schools. The Nepalese culture, caste systems are also influencing learning environment of the school. Regarding

this, girls are generally not motivated towards higher education, because after marriage they will be take cared by their husbands in Nepal. On the other hand, most of the daughters have to assist household chores. In addition, Nepalese caste system is mainly formed according to the job descriptions i.e. Brahmins as priests, Chhetries as warriors, Vaishyas as traders and Shudras as servants of high castes in various fields. Thus, Brahmins the so-called upper caste has to read different religious literatures and mythology to accomplish their profession. Rests of the castes do not require more academic knowledge in comparison to Brahmins. Thus, such types of cultural practices in society have obviously influenced the motivations as well as the attitude of students towards education of pupils.

Similarly, Bourdieu suggest "the major role of the education system is cultural reproduction. The culture is not based on agreed rules and norms but it is just the reproduction of the culture of the dominant classes" (Grenfall, et. al.1998). He further claims that major function of education is socialization that aims to eliminate working class participation in education through examination systems and self-elimination. Working class pupils realize that they have an inherent lack of such capital and this make a realistic chances that education will not serve them well.

Finally, it can be concluded that, the societal norm, values and practices highly also influenced the classroom practices. The achievement level of students not only depends upon physical facilities and teachers' professionalism but also influenced by the socio cultural norms and values too. Similarly, the schooling will not change the social structure of society until we are prepared to tackle the inappropriateness of aims of schooling, the nature of inequality, the unfairness of gender and racial discriminations. When we, as a society tackle those things the values and norms of schooling will change. Then the climate for learning will truly lead to empowerment, equality and social justice. Likewise, to enhance the social climate in public primary schools of Nepal, teacher should be equipped with adequate knowledge and skills about the importance of social norms, values and their impact on the creation of interesting classroom learning environment.

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# Understanding and preventing teacher burnout through teacher training: Some approaches, strategies and suggestive measures

Ananda Paudel\*

## The context

Teacher needs training. Either short term, long term, pre-service, in-service or recurrent training of various kinds. Teaching profession is a challenging one. Every day nationally and internationally, new knowledge and information are emerging. Problems and issues are growing. Societal structures, system and patterns are changing. In such a dynamic situation, teachers have to handle bundles of social, educational, economical, cultural, religious, problems. To resolve these problems and create a friendly teaching-learning environment, teachers need to develop their professionalism. But the question is how? The answer of this question can be through teacher training.

Today, the task of teaching is becoming more a complex. The teaching situation itself also makes the environment more complex. For example, bad working conditions, the over crowded classrooms, too much teaching load, too little time for preparation, etc are the teaching situations that make the teaching learning environment more complex. The lack of or inadequate training is another factors that make the teaching-learning environment further complex. Teachers lack knowledge, skills, attitudes, and behaviours in the absence of training. In these situations, teachers become intellectually- passive, physically- absent, emotionally- unmanageable, behaviorally- impractical. Similarly, they also become academically- weak, managerially inactive, pedagogically-lecturer and personally lethargic. Then, one can easily imagine the teaching learning situation. Do such characters of the teacher make the teaching learning situation more friendly, lively, creative, active, academic, dynamic etc? Most probably the answer will be not These indicated that teachers need to know something. Thus, what teachers need to know plays significant role in reducing the complexity of teaching learning situation. In this context the role of training appeared the crucial.

A variety of knowledge, skills, values and attitudes are essential to good teaching. Under these, what teacher need to know becomes significant. More specifically, teachers need to understand and be familiar with the subject knowledge, content knowledge, moral dimensions of teaching, pedagogical knowledge, knowledge and skills related to reforming teaching, restructuring teaching etc (Dill and associates 1990). No doubt, teacher training can transform these knowledge and skills to the teachers.

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The most significant aspect that has greater influence to improve the teaching-learning environment lies on the level of the satisfaction of the teachers. If teachers are in a position of burnout, then there will be no teaching profession and quality education anymore. Thus, the concerned personnel such as educational planners, administrators, trainers, implementators, teachers, managers, etc have to be familiar with the conceptual understanding about the burnout and its relationship with the training.

### **Conceptual meaning of burnout**

Sometimes, it can be seen that the term stress and burnout are used as a synonymous. However, these are not the same. The term stress has been used since the decade of 40s. According to the Seyle (cited in Schwab 1995) stress is the non-response of the body to any demand made upon it to adapt whether that demand produces pleasure or pain. This indicated that in a stress human being becomes indifferent towards any demand. Psychological, behavioural and cognitive aspects of the human being remain in a stagnant position. They are in a position of exhaustion and fatigue. This lead teacher to burnout. Burnout is viewed as an affective reaction to ongoing stress whose core content is the gradual depletion over time of individuals' intrinsic energetic resources, including the expression of emotional exhaustion, physical fatigue, and cognitive weariness (Shirom, 1989). Working too long, too much, too complex environment, too intensely with the needy clients, too poor salaries, teachers may gradually felt into the situation of stress at first and gradually become frustrated, demotivated, dissatisfied and ultimately burnout. Therefore defining the teacher burnout as Hendrickson (1979 cited in cater 1994) says, "teacher burnout is physical, emotional, and attitudinal exhaustion" that begins with a feeling of uneasiness and mounts as the joy of teaching begins to gradually slip away

The first pioneer of the term burnout in the job related field was Freudenberger (Freudenberger, 1974, 1980). Then many successors have developed variety of concepts in terms of burnout. In this context, the contribution of Maslach (1982) appeared as an important one. He had developed a Maslach Burnout Inventory (MBI). MBI was one of the very first scientifically validated burnout measurement instruments, and it has been the most widely used in scholarly research (Schaufeli & Enzmann, 1998). This model viewed burnout as a syndrome that consists of three dimensions: emotional exhaustion, depersonalization, and reduced personal accomplishment (Maslach & Jackson 1981; Maslach 1982; Maslach & Leiter, 1997).

According to MBI conceptualization, burnout is viewed as a syndrome that consists of three dimensions: emotional exhaustion, depersonalization, and reduced personal accomplishment. Emotional exhaustion refers to feelings of being depleted of one's emotional resources. This dimension was regarded as the basic individual stress component of the syndrome (Maslach, Schaufeli, & Leiter, 2001). Depersonalization, referring to negative and excessively detached response to other people at work. It represents the interpersonal component of burnout.

Reduced personal accomplishment, referring to feelings of decline in one's competence and productivity and to one's lowered sense of self-efficacy, represents the self-evaluation component of burnout (Maslach, 1998, p. 69). The third dimension was re-labeled as reduced efficacy or ineffectiveness, depicted to include the self-assessments of low self-efficacy, lack of accomplishment, lack of productivity, and incompetence (Leiter & Maslach, 2001). Each of these concepts, namely self-efficacy, accomplishment or achievement, personal productivity or performance, and personal competence, represent well-known distinct fields of research in the behavioral sciences.

Clearly, the conceptualization of burnout as described by Maslach (1982) is the behavioural response of people who experience constant stress from working in occupation. If people do not able to cope the work related stress they develop feeling of emotional exhaustion, negative attitudes towards their work and clients, indifferent feelings and attitudes towards the accomplishment of jobs. Here important question is do the quality of education is possible in these context?

From the conceptual discussion above, the following knowledge can be generated with reference to define and or understand the burnout. Burn out is:

- The feelings of failure
- Psychological distancing from work
- Loss of idealism and enthusiasm from work
- A decline in well -being caused by chronic stress
- A multidimensional syndrome
- Deterioration of personal accomplishment
- Gradual degradation of intrinsic motivation towards work

## **Characteristics of burnout**

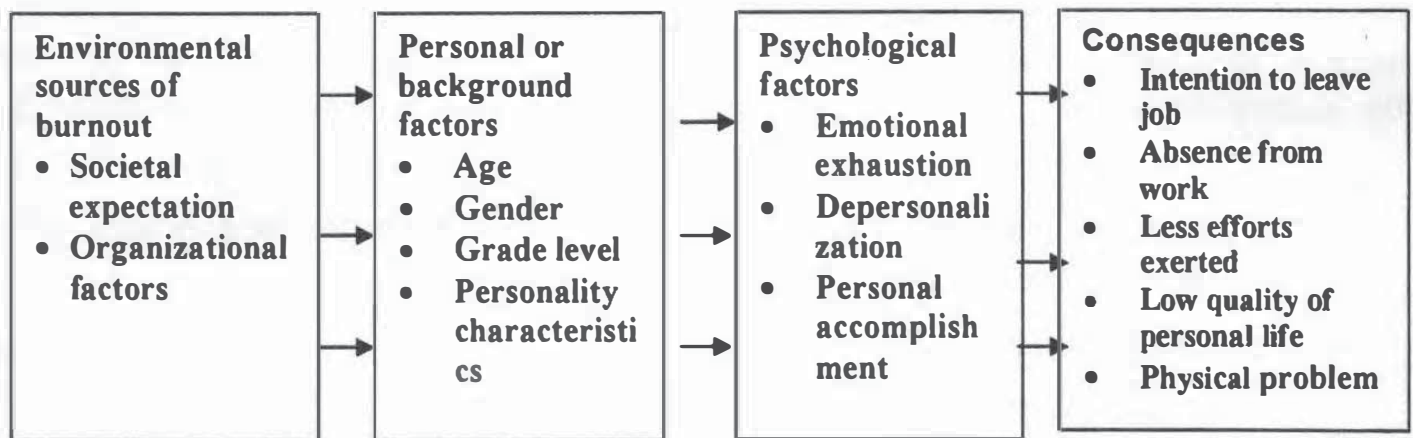
In order to improve the professionalism, develop teachers, teacher-training packages, improve the quality of education, it becomes essential to understand the characteristics of burnout. Unless the burnout situation is improved, the quality of education is not possible. Defining teacher burnout and identifying its characters is a difficult task. Various psychologists, in relation to the burnout described the following characters.

- Development of chronic feeling of exhaustion i. e. emotional exhaustion: feelings of being tired, irritable and emotionally drained. Emotionally exhausted teachers possess negative and cynical attitudes towards students.

- Depersonalization: withdrawing contact from students, ignoring student to acknowledge for their better work, physically and psychologically withdraw from the students, treat students as impersonal objects etc.
- Reduce personal accomplishment: feeling of no longer accomplishing the work, no longer making a difference in students lives, show attraction towards money and recognition, de-motivation become absent more often.

## Sources of teacher burnout

There are varieties of sources contributing to teacher burnout. Schwab (1995) has described some sources of teacher burnout and stress which is presented below:



The figure demonstrates that burnout is the product of environmental, personal, and psychological factors. The burnout situation has negative consequences towards the individuals and organizations as well. Society has higher expectations. To install values, provide higher order thinking, prepare independent citizens, work and participate in collaborative social functions etc are some of the societal expectation for their teaching force. Meanwhile school has certain expectation from the teachers' i. e. quality teaching, regularity, innovation and development etc. The teachers themselves have their expectation from the profession. Promotion, better salary, career development, national and international exposure etc are some of the expectation of the teachers from the schools. Moreover, personal factors biological, psychological emotional physical are also contributing to create stress full situation to the teachers. These all leads teachers from stressful situation to the burnout. In a burnout situation negative consequences such as absence from the work leave from the job, less efforts in teaching learning, psychological disorder will be the common among the teachers that are the most dangerous things in education.

There are other sources of teacher burnout. They are:

1. Behavioural source:



- Pupils' misbehaviors, poor work attitudes of students, lack of motivation, lack of attentiveness and low enthusiasm for learning
  - Poor relationships among the students, teachers, communities and communities
  - Negative attitudes and behavior of teachers, students, administrators and supervisors
  - Loud, noisy students, and noisy environment
  - Improper dealing with parents.
  - Less supportive attitudes and behavior of other teachers/professionals
  - Absence of effective collegial social support
  - Hostile parents and communities
2. Physical source
- Large class size
  - Lack of instructional materials
  - Unavailability of reference materials for teaching
  - Time and resource difficulties (time pressure, lack of facilities etc)
3. System related source
- Limited opportunities for promotion
  - Lack of technical supports
  - Inadequate discipline policies of the school,
  - Bad evaluations system
  - Work overload,
  - Unfulfillment of the recognition needs
  - Lack of recognition for good teaching,
  - Role conflict and role ambiguity
4. Financial source
- Lack of financial support
  - Low status of the teaching profession
  - Low salary and other benefits

## **Effects of teacher burnout**

1. Teacher burnout can significantly affects the teaching profession. Instead of improving the access, quality and efficiency of education system it rather deteriorate it. According to McGee-Cooper (1990 as cited in Susanne Carter 1994) if teachers are in a burnout

situation they lack: a) energy b) Joy c) enthusiasm d) satisfaction d) motivation e) interest f) Zest g) dreams for life h) ideas I) concentration j) commitment k) temper l) self-confidence m) humor n) devotion o) change and innovation p) collaboration

2. The burnout situation also changes the feelings of the teachers. The most frequently observed feelings according to Pullis (1992 as cited in Susanne Carter 1994) are: a) feeling of exhausted b) feeling of frustrated c) feeling of overwhelmed d) feeling of guilty about not doing enough e) feeling of irritable.
3. Teacher burnout influences the behaviour of the teachers as well. Some of the distinct behaviours of the teachers due to burnout are: a) act only as a passive teacher and does not bother whether or not students have learnt b) become absent in school, and if present, try to avoid teaching c) shows several physical, psychological and behavioural disorder (headache, weight loss, isolation, indifference, non responsive, use of narcotic etc changeable mood, irritability etc) d) becomes de-motivated, dissatisfied, deterioration in work performance

### Approaches to reduce teacher burnout

Reducing teacher burnout is a quite difficult task. The concern persons need to be very careful in order to reduce the burnout. Due to the psychological nature, enormous efforts and attentions are necessary while working in this area. In this context, Susanne Carter (1994) has described three school-based approaches to minimizing burnout. They are:

1. **Reducing Environment Stressors:** promote a greater sense of efficacy and control among teachers, school restructuring will help significantly. The restructuring must include school-based management, accountability, career ladders, curriculum initiatives, flexible scheduling team teaching etc. All the educational activities such as to improve teaching and learning, education policies, curriculum policies, professional development teacher training etc need to be addressed properly. Unless they were not addressed on time teacher burnout will continue to be a prevailing concern in the school system.
2. **Increasing personal capabilities:** personal capabilities such as stress coping skills, Employee Assistance Program to help employees deal with personal problems need to be initiated. Most of us have stresses at some time in our lives. Generally we can manage them on our own. At times, however, it is helpful to discuss problems with someone other than our family or friends. This program provides you and your family with such an opportunity. *Examples of the type of assistance provided are:* Crisis intervention, assessment, information, and referral services are available for a wide range of problems which affect personal lives, and may carry over into work. Stresses

such as marital and family difficulties, problems with drinking or drugs, or emotional distresses, can be discussed confidentially through an early assistance program.

3. **Social support:** There are a variety of ways to reduce teacher burnout through social supports. School professionals can enhance social support as a way to minimize burnout. These include working together on problems (teaming), establishing mutual support groups, and creating professional discussion and debriefing mechanisms. According to J. T. Mitchell & G.S. (1993) it is a psychological and educational process intended (1) to mitigate the impact of a traumatic event, and (2) to accelerate normal recovery in normal people with normal reactions to abnormal events.

### **Strategies to prevent teacher burnout**

To prevent teacher burnout various strategies have been implemented in the West. Understanding strategies used in the west will help in reducing the teacher burnout position in Nepal as well. The following strategies have been drawn with the help of various literatures related to teacher burnout.

- Promoting good mental health and socially competent behaviors among students;
- Preventing the development of emotional/behavioral disabilities and student involvement in gangs and violent actions by using strategies such as screening and early intervention, school wide discipline plans, and positive alternatives to violence and gang activities;
- Developing programs to meet the needs of students with emotional/behavioral disabilities as well as those at risk for developing these disabilities at the district, building, and classroom level
- Addressing the issues of stress and burnout among teachers who work with students with emotional/behavioral disabilities.
- Doing relaxing activities
- Organizing time and setting priorities
- Maintaining diet and exercise
- Discussing problems with professional colleagues
- Taking a day off
- Allowing time for teachers to collaborate/talk,
- Providing more workshop / in-services / advanced courses,
- Providing more verbal praise/reinforcement/respect for the job,
- Providing more support,



- Providing more paraprofessionals/support staff/clerical assistance,
- Providing more educational opportunities to learn about students with behavioral disorders and program options,
- Building better communication and decision-making involvement with administrators
- Consult with the teachers on matters such as curriculum development or instructional planning, which directly impact their classroom
- Provide adequate resources and facilities to support teachers in instructional practice
- Provide clear job description and expectations in an effort to address role ambiguity and conflict
- Establish and maintain open lines of communication between teachers and administrators to provide administrative support and performance feed back that may act as a buffer against stress
- Allow for and encourage professional development activities such as mentoring and networking, which may engender a sense of accomplishment and a more fully developed professional identity for teachers

### Useful tips for teacher

Some of the tips can be useful to prevent teachers from the burnout. In this context, the following tips will be useful.

Useful tip	Usefulness
Exercise	Makes fresh improves cardiovascular system
Leave teaching at school	Reduces schooling tensions at home, have more time for family
Don't schedule all the leisure time	Provides time for relaxing, open space will make flexibility
Get plenty of sleep	Well rest reduces problems and mental tensions
Pursue a project for hobby	Find work that requires so much concentration towards hobby and pleasure instead of schooling work increases pleasure and reduces various types of dilemmas
Find a friend and share the	Sharing problems help to resolve them properly and gives

problems	satisfactions and reduces the condition of loneliness
Don't feel that you must do every thing	Nobody can perform every duty. All human being have some problems like you. Thus these feelings will help to reduce tensions.
Recognize and accept your limitations	Own limitation makes you satisfaction in the condition of not completing the work
Learn to tolerate and forgive	Try to understand other persons' concerns and fears and learn to tolerate and forgive. It will help to see and understand the even the critical situation and replicate it into own situation.
Learn to plan	Each and every activities need to be planned. This will help you to complete them on time and fulfill the expectation which will not create the situation of stress and burnout
Be a positive person	Think positively, do positively, behave positively will reduces the tensions and dilemmas. This will also help in the accomplishment of task. the accomplishment of task increases the satisfaction.
Learn to play	Create the working environment joyful, learn to play, relate the works into the playing situation, and organize them in a more enjoyable environment.
Try to use new instructional strategies	Try something different approaches to instructional methods will makes the teachers more creative and active. Sharing experiences, collective work will reduce the problems of isolation and ineffective, which ultimately reduces burnout.
Challenge yourselves to keep learning	Continuous learning makes the teachers more knowledgeable and informative. These will help them to resolve various problems related to teaching. Similarly, knowledge and information makes them more powerful and the situation of burnout can be reduced
Collaborate with your	Collaborative work will provide a forum to the teachers to

colleagues	discuss and resolve their problems mutually. Mutual work further create the environment of friendly and supportive and protect them being burnout.
Give yourself permission to be less than perfect	Accept that teaching is difficult and challenging. Nobody are perfect and if there is only one mistake of failure, teachers may be blamed and thus, develop the feelings that human makes mistakes. This feeling will develop the tolerance power and prevent them from burnout.

## Reflection

Teacher burnout is the chronic stressful situation where teachers become more or less unproductive. There are various meanings of teacher burnouts. The most common and universally recognized meaning of teacher burnout is connected with the emotional exhaustion, depersonalization and reduced performance. Various sources are responsible for burnout. The sources are related to the environment, organization and personal background. Moreover, the sources of burnout can also be categorized into four major areas. They are behavioural, structural, physical, and financial.

Burnout has multifaceted effects in teaching and learning. Instead of improving the access, quality and efficiency of education system it rather affects it. Several effects of burnout can be observed. They are related to the changes in the feelings and behaviours of the teachers.

Teacher burnout can be reduced and prevented. Several approaches have been used internationally. Some of the approaches are reducing environmental stressors, increased personal capabilities and social support. To use these approaches, a number of strategies can be used. Teachers themselves can also reduce and prevent them from being burnout. However, teachers need to be trained properly and training should focus in providing knowledge and skills related to the burnout. Certain measures, precautions, strategic planning etc need to be initiated to make the teacher training more sensitive towards the burnout.

## Suggestive measures

Teacher training is the most important activity in reducing and or preventing teacher burnout. Here some of the suggestive measures have been proposed that teacher training need to be addressed properly in order to reduce and or prevent teacher burnout. The knowledge and skills that teacher training should focus are:

1. Teachers need to feel good about themselves and their abilities.
2. Restoring balance within the staff, improvement of staff morale and school climate



3. Knowledge of: a) classroom research b) classroom management c) change management etc.
4. Skills of: a) improvement of staff morale and classroom improvement b) stress management c) interpersonal communication d) bargaining and negotiation
5. Reducing individual's feeling of isolation through collaborative school climate
6. Initiating various activities such as regular meetings, discussion sessions, professional discussion programs, information sharing etc
7. Professional development and enabling teachers for: a) looking back looking ahead b) maintaining professional portfolios c) organizing professional conference and workshops d) sharing ideas and innovations
8. Access to instructional resources
9. Perceive properly the classroom behaviours
10. Develop morale and attitudes
11. Self esteem development and
12. Receiving occupational feedback
13. Preventing occupational distress
14. Way of changing life style in a stressful condition
15. Reflection through questioning themselves. Such as: a) how well prepared am I to teach others b) am I in a right track c) Am I improving and renewing knowledge and skills time to time d) what about teaching materials e) do I explore new approaches of teaching learning f) do I have made regular contact with new ideas and development in the respective field of teaching learning g) how does teaching fits into the rest of my life etc.
16. School-based programmes to promote and prevent burnout are essential to improve the quality of teaching. It should include the following dimensions.
  - Providing knowledge about the culture of school to the newcomers
  - Creating appropriate teams of teachers, staff, and students to support and learn each other
  - Development of instructional designs to enhance and expand intrinsic motivation for learning and problem solving.
  - Restructuring the school structure for making it more decentralized and sharing culture in making decisions
  - Personalized support and guidance
  - Development of team culture in teaching

- On the job training in managing stress and burnout
- Use of participatory decision making approach
- Autonomy in teaching and learning
- Developing culture for assisting those with chronic and severe problems.

Major issue related to teacher burnout in the context of Nepal is analyzing the existing training curricula and packages including the self-learning materials from the perspective of burnout and updating them with the sufficient knowledge and skills of teacher burnout

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# Education Indicator and Its Classification: Education for All (EFA) Indicators

Hari Prasad Lamsal<sup>Y</sup>

Numerous strategies and new initiatives for improving the quality of schooling at the primary and secondary level have been considered important and implemented with the support from international development agencies. These initiatives include several activities such as; improvement of the physical facilities of schools, increasing the availability and quality of teaching materials, in-service training of teachers, improvements of teaching methods, school based support to teachers etc. With the introduction of these activities, it has been intended to bring out the changes in the functioning of the school system. The changes have been occurred or not are beyond the scope of this paper. The only concern in this regard is that how one can notice or observe the changes in more precise and accurate way. Without any specific measures, the observation of changes would be subjective judgment depending upon an individual's perceptions. Hence, changes can only be observed through the use of certain types of 'yardsticks', which serve as measures of whatever change or improvement or progress the program has brought to system.

## Concept of an indicator

Simply, education indicators are statistics, but not all the statistics about education are indicators. Only those statistics qualify as indicators if they serve as 'yardsticks' to provide information on the functioning of the education system. Hence, indicators are statistics that are expected simply to provide information about the significant features of the educational system thereby reflect important aspects of the system. For example, the number of students enrolled in primary schools is an important fact, but it does little to tell us how well the education system is functioning. However, percentage of students who have successfully completed fifth grade of primary education can provide considerable insight into the health of the education system. Therefore, later one can appropriately be considered an indicator.

Moreover, indicators assess the current situations of development compared to the set objectives. They monitor the program implementation and evaluate whether the set objectives of programs are achieved or not and if not, why and what are the problems. It shows that indicators are management tools used to understand the state of the development of the education system by enabling management to monitor the effectiveness and efficiency in the delivery of education services and judgments on key aspects of the functioning.

## Components of an education system

Education system is also a social science, which can be viewed as a form of "production." The four components of education system such as; input, process, output and outcome need to be diagnosed clearly in order to understand the education indicators. The details of the four components of the education system are:

❖ **Inputs:** The real resources which are used in education system are called inputs.

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Students, teachers and non-teaching staff, curriculum, teachers' guide, textbooks, physical facilities and equipments, financial resources, support from community and parents are the examples of inputs.

- ❖ **Processes:** The interactions between students and inputs, and among inputs, in teaching/learning processes and contexts (in the classrooms) are processes. Teaching learning activities, extra-curricular activities, attendance and absenteeism of students and teachers are examples of process.
- ❖ **Outputs:** The direct and more immediate results or effects of education are output. Students graduated and increments to test scores are the examples of output.
- ❖ **Outcomes:** The ultimate or eventual effects of education are outcomes of education. Increased earnings, improved social behavior, employment, contribution to productivity, improved health, decreased crime and other non-monetary outcomes are the examples of outcome of education.

## Types of Indicators

On the basis of the above 'production' model, indicators tend to be classified depending on whether they reflect the means, the process, or the end in achieving the objective. Vos (1996) proposed four types of indicators: input, access, output and outcome indicators. The World Bank defines input, process and impact indicators in its approach to project monitoring and evaluation. But US-AID and many other aid- donor institutions adopts 'logical framework' distinguishes three different categories: input or activity indicators, output indicators and goal and purpose indicators. In this way, indicators can also be categorized (grouped) in several other, different ways, such as indicators of quality, material resources input, education finance, human resources, access and participation, internal efficiency, external efficiency, and learning needs. These categories are not mutually exclusive.

### a. based on 'production' model

Whatever classification is used to define the types of indicators, it is best to think of a chain of indicators that help us link 'inputs' that lead to a certain types of activities and responses of beneficiaries into achieving immediate program objectives as well as broader development objectives. Therefore, indicators are usually classified as belonging to one or other of these four categories because they are measures or interaction or relationship of four components (input, process, output or outcome) of education system which includes individual (student, teacher) to system performance. Sometimes, inputs and processes are jointly described as resources or determinants whereas outputs and outcomes are termed results or effects.

- ❖ **Input indicators:** Input indicators are measures for the effectiveness of resources, both human and financial devoted to a particular program, used in the education production activity. Examples in education would include number of students, schools, teachers, facilities, instructional materials and equipment. Inputs of financial resources include expenditures on teacher salaries, equipment and classrooms, etc.
- ❖ **Process indicators:** Process indicators measure ways in which program services and goods are provided. They are measures that determine the interaction taking place among inputs and refer to the procedures or techniques that determine the transition of inputs

into outputs, and are thus of evaluative importance. They are also determinants (and are also resources) that reflect forms of interaction between teachers, students, administrators, materials and technology. Number of school days in a year, number of years to complete a certain level of education, absenteeism of teachers, absenteeism of students, promotion rate, drop out rates and repetition rates are some of the examples of process indicators.

- ❖ **Output indicators:** Output indicators are results/effects or changes readily observable on completion of a level of education. And, they try to measure to what extent the immediate objectives are achieved. These are the immediate effects of what education system are produces. Student attainment and student achievement increment, attitudinal and behavioral effect (motivation, discipline and other similar factors) are some examples of output indicators.
- ❖ **Outcome Indicators:** Outcomes are usually longer-term effects of education, over a time period extending several years. Outcome indicators are results and effects on individuals and society as a whole that are evident over time as a consequence, or following interaction, of educational outputs with the societal and socio-economic context. These education outcomes are effects more distant in time after completing education, and are usually more dispersed in occurrence than education outputs. Extent of retention of learning and skills acquired such as literacy and numeracy several years later, admission to further education and training and achievement in subsequent education and training are the examples of outcome indicators. Individual's subsequent employment status, earnings, job satisfaction, consumption behavior, career development and progression, life satisfaction, personal behavior, attitudes and contribution to society are other indicators of outcome.

#### **b. based on the value judgment (nature it shows)**

In addition to the above-mentioned types or classification, all indicators are commonly classified as reflecting one of two "types": quantity, or quality, in education. It is clear that all indicators measure quantity, but for many indicators the value (measurement) at any given time also reflects a dimension of quality.

- ❖ **Indicators of quantity:** The term "quantity" refers that there is more or less of something, which reflects a numerical condition and measures statistically the amount or value of inputs or resources available. The number of students, teachers, costs, facilities or textbooks at a specified time is the examples of indicators of quantity. Quantity can refer to an input, process, output or outcome dimension of education. Student enrolments (gross enrolment ratio, net enrolment ratio), average daily attendance, total expenditure per pupil, libraries, classrooms, number of students having textbooks, number of books available in school library are some of the quantitative input indicators whereas student progression (number, including of females) and examination passes are output indicators in a quantitative terms.
- ❖ **Indicators of quality:** The notion of "quality" refers to the extent of possession of a particular desired attribute or characteristic. The concept of "quality" can mean different things depending upon the context. Common perceptions or definitions of quality include



reference to value added, standards, reputation, efficiency and availability of resources.

Sometimes the quantitative indicators can also reflect an element of quality of the education input, output or process. Therefore, many indicators of quality reflect a quantitative improvement in the delivery of educational services. More textbooks per class, an increase in the number of teachers relative to the average number of students in a classroom, and a reduction in drop-out rates are commonly assumed to be indicators of improvements in the quality of education.

Increase in the proportion of trained teachers says something more than just the quantity because the term trained indicates the changing quality of the teaching force. Similarly, more number of qualified teachers is quantitative measures but says something about the quality. Number of trained teachers, pupil/teacher ratio, pupil classroom ratio, textbook-pupil ratio, percentage of qualified teachers and percentage of classrooms in good condition are the qualitative input indicators. The indicators of quality in terms of process are hours of study in class, absenteeism (students, teachers) and use of teaching aids. There are also qualitative output indicators which are the percentage passing final examination and employment status of graduates.

### **c. based on use of variables used**

In terms of use of variables and nature of an indicators, the above indicators can also be grouped into two major types – simple indicators (sometimes referred to as descriptors) and performance indicators.

❖ **Simple Indicators:** Simple indicators measure identification of one aspect of education at a point in time and over time. They are also called descriptive indicators, first-order indicators, or single variable indicators.

Measurement of such indicators is computed by a number or percentage. Some of the examples of simple indicators are numbers of trained teachers, enrolment rates (gross, net and age-specific).

Simple indicators do not usually reflect any particular aspect of quality in education. They are useful when the task is to measure quantitative progress towards numerical educational targets, such as enrolments.

❖ **Performance Indicators:** Performance indicators are an acceptable means to gauge the performance of a system or the implementation of a program. Therefore, it also attempts to describe the dynamics of the system rather than simple time "snapshots."

An indicator of education performance is defined as the relationship between one component of the educational system – pupils – and another, such as teachers, in terms of their interaction within the system. Two variables are combined to form a ratio indicator. It is measured or "derived" from two variables and relates inputs to process or outputs to inputs. Examples include student/teacher ratio, unit costs, and textbooks per student.

### **Classification of Education for All 18 core indicators**

Based on the above classification, EFA 18 core indicators can be categorized into the following.

❖ **Participation indicators:** These are the indicators relating to student enrollment which shows the participation between boys and girls, and among different groups. Gross and



enrollment (gross and net intake rate to primary) ratio in different levels of education are the examples of the participation indicators.

- ❖ **Equity indicators:** The concept of equity refers to equality of educational opportunity among pupils in getting into and progressing through the education system, and when leaving it. Gross enrollment ratio of dalit and Janajati, gender parity index in terms of enrollment and literacy, % of schools with female teachers, % of schools with transitional language support are the examples of equity indicators.
- ❖ **International efficiency indicators:** Efficiency indicators are used to monitor the attainment of one of the program's or system's objectives, producing quick results at the least possible cost. Internal efficiency deals with the use of resources, and refers to the internal dynamics of the educational system in transforming inputs and processes into outputs. It refers to how well the organization achieves its shorter term objectives such as, gains in academic achievement. Internal efficiency thus emphasizes minimum wastage (drop-out, repetition, failure), rates of transfers in/out by grade, completion rate, years of study per graduate, survival rate by grade.
- ❖ **Quality indicators:** The definition of quality has mentioned earlier section. The indicators of quality are; % of trained teachers, pupil teacher ratio, teacher school ratio, student school ratio, % of schools with students getting all textbooks within one week after beginning of the session, % of new entrants in grade 1 with ECD/PPC experiences.

## Conclusion

Education indicators are important at both at the national and local levels including school and teachers and have multiple measurement applications. They are important at local level (school) for self evaluation which reflects an interest in what happens at the school level and inside the classrooms as well as what is the real situation. Therefore they are useful to assess the current situations of school organization, school climate and head teacher leadership and other many important aspects.

At the national level it helps to identify the health of the education system by providing accurate and precise information to illuminate the condition of education and contribute to its improvement. As claimed by Jaeger (1978), education indicators are essential to a report of status or change of status of the entities under study. Education indicators are thus expected to assist policy makers as they formulate schooling goals and translate those goals into actions.

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# Action Research in Teacher Training: Theory, Our Practice and Challenges for Futures

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## Context

In teacher training, action research is a powerful instrument for the professional development for both instructors and trainee teachers. Before five years, when National Center for Educational Development (NCED) published its first news letter, one issue was raised that why action research should be the part of our teacher training? However, realising the importance of the fact, action research has been significantly introduced in the course of Job induction training for Resource Persons. Moreover, after the implementation of the Teacher Education Project, it also become the part of the annual program of Primary Teacher Training Center's (PTTC); and continuously last two years there is the provision of action research in the Annual Work Planning and Budgeting. Therefore, last couple of the years, there has been a growing concerns in the practice of action research in teacher training activities basically in PTTC based activities.

But, critically, we can say that instructors of PTTCs are facing challenges for handling action research properly due to the lack of proper knowledge on the theory and practice of action research. Even some of the senior instructors are also found themselves in confusion about the handling this program although practice is growing slowly in the PTTCs based teacher-training program. Therefore, Discussion on the theory and practice of action research is still a vital question in our present practices.

Of course, emerging leadership of education sector often signals a possible change in the social system of the school, but it will not come easily in most settings. Contextual research based professional development may gear up the possible change. We believe that our training program should visualize it. More over, now a days, several people welcome the competency based teacher-training course developed by the Ministry of Education and Sports (MOES)/NCED. However, decision-making about the strategies to improve teaching-learning skills by individual instructor is best made in the PTTC rather than at the national level. These decisions need to be grounded in data acquired through school and PTTC-based research.

Action research is not a new methodology and it is receiving increased attention and value around the world. For around six decades of years, action research has been an avenue for creating professional learning communities whose members engage in problem solving and for attaining individual and collective goals. (Calhoun 2002) but, in contrary, when we discuss about the success of action research in PTTC based practice several questions need to be discussed from the beginning as the key questions. Such as: what is action research? Why is action research effective in teacher training? How it seems differ than other type of

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educational research? How it is carried out? What are the tools for data collection? What are the important areas of action in teacher training and school based practice? Who should conduct Action Research? And finally, what are the potentials and challenges for the future? Therefore, it is hoped that this article will help practitioner researchers working at different teacher training centres.

## **What is action research is**

Action research is defined and used differently by different people in different context. Simply, 'it is a way of trying out changes and seeing what happens (Tyalor 1994)' It is the study of social situation with a view to improving the quality of action within it (Elliot 1991). Action research is a small-scale intervention in the functioning of the real world and a close examination of effects of such intervention. It is the ways of bringing out changes and seeing what happens. It is an appropriate whenever specific knowledge is required for specific problem in specific situation.

It is argued that academics are watchers of the world and teachers are actors within it. Action research is simply a very professional model of professional development that honours teacher's commitment to improving educational practices (DeLong 1996). Reflective practice, collaborative inquiry, teacher as researcher, self study, and living educational theory are other terms used to describe similar movements in Great Britain, The United States, Australia and Continental Europe (McNiff, 1995). Hopkins (1985) described action research as an informal, qualitative, formative, subjective, interpretive, reflective, and experiential mode of inquiry in which all individuals know and contributing participants

Kemmis and McTaggart (1990) describe action research as a recursive, reflexive, dialectical technique whose goal is to help people investigate reality in order to change it, or to change reality in order to investigate it, by changing their practices in a collaborative, self-reflective spiral of cycles. It is *recursive* because it is a cyclic process in which the product of one step is used as the input for the next. It is *reflexive* because it is characterized by constant reflection on the results of each step in the cycle. It is *dialectical* in the sense of a critical investigation of the truth of people's opinions.

## **Why Action Research is Effective**

In teacher training Action Research is considered effective for several reasons. Wideman, (1995) has argued that in teacher training action research is considered effective for several reasons. Action research focuses on promoting "learning" rather than on delivering "instruction". Learning is a natural, cumulative activity that individuals undertake in order to meet perceived needs by changing themselves. Training, on the other hand, is the attempt by authorities to direct the potential of learning in the individual. Action research begins from the natural investigative process teachers have been shown to use when making changes in their classroom practices (Wideman 1995). Action research makes that natural process more systematic and effective. Action research promotes a self-generated desire for self-improvement. (Brundage and Mackeracher, 1980). A great deal of learning is motivated by a need to respond to work-related problems (Tough 1982).



Cohen and Manion (1994) have identified remedying problems, in-service training, innovation, improving communication and providing alternative approaches to problem solving as the purposes of action research. Action research is effective because of support for the learner is built in. Teachers need support when they are changing classroom practices. In fact, the traditional isolation of the teacher in his or her individual classroom is a significant hindrance to change. Support is particularly needed when the change involves changes in the teacher's value system.

In such a ways, potential areas of action research are Training methods, Learning strategies, Evaluative process, Developing attitude and values, Management and control. In PTTC based practices, action research is useful for instructors for several reasons. For example it is useful for continuous professional development, for solving practical problems, as a means of in-service training, for introducing innovation into the system, as a means of bridging gap between theory and practice

### **Difference between Traditional research and Action research**

While comprising action research with other research selection of specific research question, systematic data collection, analysis, interpretation and reporting is common phenomenon in all type of research, but there is a significant different in the position of researchers, choosing the purpose and adopting the process

Firstly, Action research is first hand research. For example, in other research expert or team of experts does research on the instructors to find out their performance, but in action research, instructor conducts research upon their own training room practices. Therefore, research by other experts vs. research by practitioner is one significant different between two types of research.

Secondly, difference can be told even in the main aim of the research. Perhaps, the main aim of other studies conducted by the NCED would be to find out the fact or some kind of relationship between the variables. For example, effects of trainers quality on the delivery of the session or teachers learning achievement. But the main aim of action research would be to improve something in instructors' own practice as practioner researchers. 'How can I help trainee teacher to improve their learning as well as teaching practices? It is one example of research's question in action research.

Thirdly, action research is defined as a process. It is ongoing process which proceeds through a series of cycle of Planning, Acting, Observing, Reflecting, and Re-planning are the process of action research as ongoing or spiral rather than linear. 'The process of carrying out an action research enquiry with teachers on an in-service program is outlined in the form of action reflection cycles of defining concerns; developing action plans; acting and gathering data; evaluating the effectiveness of actions in terms of values, skills and understandings; modifying concerns, plans and actions in the light of the evaluations.

### **How action research is done**

Does action have particular model? Much of the literature has focused on the arguments in favour of action research over positivist research methods, saying *what* it is rather than *how* a

study should be undertaken (Stowell, West, & Stansfield, 1997) Other action research studies have often been characterized by an emphasis on the research findings rather than the research process (Avison, Baskerville, & Myers, 2001). Kemmis and McTaggart (1990) characterize action research in terms of a spiral of plan, act and observe, and reflect. John Elliott is one of the prominent figures in the extending influence of action research around the world. John Elliott (1991) has proposed several activities as a guideline for the action research in school. They are: Identifying and clarifying the general idea, Reconnaissance or describe the facts of the situation, explaining the facts of the situation, Constructing the general plan where an understanding of a problem is developed and plans are made for some form of intervention, Action steps where intervention is then carried out, Monitoring the Implementation: during and around the time of the intervention, pertinent observations are collected in various forms, Revised general plan, Developing the next action step(s) Implementing the next action step(s) and so on...

As mentioned above, action research is a reflective process. It has more in common with qualitative, than the more traditional quantitative research methods. Qualitative research methods are not standardized. Emergent design is a key concept. Researchers are encouraged to design their own methods based on general guidelines rather than fixed rules to suit the nature of the study and the resources available. Design of action research methodologies are anchored in the context--practitioners take control of the research process, own the problems that they pursue, and study with goals in sight that they identify as important (Zeichner, 1993; Hampton, 1993).

If necessary, following examples of sequenced questions may provide more specific guidance in action research: What is the problem? The problem may be identified by reviewing current practice. For example, one could gather evidence of teachers' learning to identify gaps between the intent of one's training practice and the actual attainment of outcomes. How do I improve my practice? What kind of evidence can I gather to show the impact of my work? What are some "possible solutions"? Solutions may be found in one's imagination, by talking with critical friends and other colleagues, and by searching the educational literature. How do I record data and reflect on it? Keeping a journal and discussing it with one's critical friends are effective methods. Writing is a thinking process which promotes reflection and results in insights that improve practice. How do I share my experience with others? This is how the practitioner demonstrates and models his or her professional development and contributes to the improvement of educational practice. Holding a meeting, conducting a workshop, or writing a paper are possible ways to fulfill this responsibility. What is next? Action research is an open ended, ongoing, cyclical process. The solution one develops to the initial problem will generate the next problem to be addressed. This is the catalyst to continuous professional improvement.

## **Tools for data collection in action research**

What data will we need to gather so that we can evaluate the influence of our actions in our professional and community contexts? What data will we need to gather to evaluate my influence on the quality of training? Many practitioners are in confusion about the tools for data collection in action research. Keeping detailed diary is strongly suggested in such type



of resources. Observation notes, Documents/journals, Questionnaire, Interviews, Tape, Audio/Video Recording, Photographs, Profiles, Life histories are considered as the tools of data collection. Tools may vary on the nature, purpose and source of data collection.

## **Action Research and Teacher Training: Identifying the fields of action research**

Since the publication of Stephen Corey's book in 1953 on action research to improve school practices, several writers have seen its influence grown in teacher training and education on a global scale (Whitehead 1999) It can also be used by professional educators by considering the specific research questions like 'How can I help you to improve your learning?'

Action Research is a current and popular technique in the area of staff development and pre-service training. One reason that action research in teacher training is situated directly within the reality of schools and classrooms. It relates directly to what busy teachers regard as relevant to their own practical questions about teaching and learning. It provides a vehicle for improvement of practice and staff development. Action research asks educators to study their practice and its context, explore the research base for ideas, compare what they find to their current practice, participate in training to support needed changes, and study the effects on themselves and their students and colleagues. (Calhoun 2002)

Practitioners need to find themselves the field of action research in PTTC based practices. For example, Improving and modifying the practice of instructor in teacher training and other professional support; Improving and modifying the teachers' classroom teaching practice by working with teachers; Improving school management by working with Head Teachers (HT); Developing interest, attitudes and values of the teachers towards their profession; Developing team work of instructors as well as teachers and active participation in decision making; Dealing with specific issue or problem of training process, Developing re-current or need based training course or modular , Improving Teacher Management Information System (TMIS). Improving teachers attitude is found as a subject area of action research in PTTC surkhet and PTTC Rupandehi linked its research practice in introducing separate training delivery approach for new and old teachers.

Because of our interest in action research in in-service teacher education, we think we may find particularly significant research question 'How do I improve what I am doing?' in the context of helping our teachers to improve their teaching capacity. In working to improve their practice we need often engage in cycles of action and reflection in which we create an action plan to enable them to live their values more fully, they act and gather data to enable them to make a judgment on their effectiveness, we evaluate our and their actions in relation to their values, skills and understandings and modify their concerns, plans and actions in the light of their evaluations.

## **Who should conduct Action Research in PTTCs: Senior Instructor or Team of instructors?**

One of the very serious concern is that, in some PTTCs, action research was going on but some instructor were not participated and even some were not informed what was actually



going on under the program of action research. Was that a proper way of doing action research? Putting such type of questions, we are trying to introduce the significant role of teams of instructors, teachers, administrators, and other educators in central offices, NCED, RC and departments of education. Many studies have shown that teamwork and effective communication are some of the important pre requisites for successful action research. Hopkins emphasizes changes in classroom practice through careful study by individual teachers as researchers. But, Sagor emphasizes the development of collaborative action research teams who identify issues or problems, study the context of those problems, collect data, take actions, and engage in discourse and reflection around the results of those actions (Calhoun 2002).

In the action research process, the training centers become a learning organization for principal, instructors, teachers, and students. In collaboration with others, instructors collect information about the effectiveness of their practice, analyze the information, and draw conclusions about what parts of their program are working and where improvement is needed. If the group wishes to use action research to support training improvement as well as individual professional development, the administrators or senior instructor in the PTTC/NCED system and or district need to support meaningful ways. In most settings, school or PTTC and Resource Person/District Education Office staff members will need to change the way they use data, study teachers as well as their students learning. These changes are unlikely to occur if principals, district office staff members, and the superintendent do not participate and help lead the effort.

## **The Potential for Change and challenges**

Action Research has potential for developing collaboration with schools. But conducting action research is very challenging job for practioners. Firstly, it's a challenging task for senior instructors to help staff structure action research into their work and the work of the organization. Yet we know that improvement in education requires us to change the typical, ineffective practice of professional development. When used as an organization-wide process for improvement, action research changes the context and provides a way of organizing collective work so that professional expertise is tended and extended, helping to build a strong professional learning community. Whether action research is used as a school improvement tool or as an individual professional development option, staff members who draw on the current research base, add to their current knowledge, and create new knowledge-in-action can make instruction in the school or in the classroom more intentional and effective for student learning.

Another challenge is that what needed to Support Action Research is. The professional begins with what he/she values and cares about to determine the research question and process, and to choose his or her critical partner. Advisor/practitioner relationships may serve as a starting point.

The relationship among critical friends requires trust and the expectation of reflection from each partner. This process of equals learning together by reflecting on their individual practices may be difficult for some teachers, HT and instructors who have little experience or ability in acting collaboratively. They will need coaching by colleagues who possess the required skills and attitudes. The following factors support a practitioner engaging in action research: Creative, reflective, teachers as critical friends, a supportive administrator who encourages risk taking and who celebrates successes, a training center and school culture that honours professionalism and reflective practice, time to plan and to record one's research in a journal that includes observations and reflection, information and in-service on how to frame a question, collect data, analyze data, work with critical friends, share the research process and results with others, a self-generated research plan, including questions and research processes, validated through discussion with one's critical friends, the capacity to publish and accredit the practitioners' action research process and results. The role of communication in action research is also notable. One of the distinguishing characteristics of action research is the degree of empowerment given to all participants.

Is every instructor a researcher? To answer this question in practical behaviour is the next challenge. It is argued that action research is a *social* process in which students and teachers work together to improve the processes of teaching and learning. It is *participatory* in the sense that people can only do action research on themselves, either individually or collectively, as a group. It is both *practical* and *collaborative* because it provides those involved with a framework which helps them to avoid making irrational, unproductive and unjust judgements about the topic under consideration.

Regardless of whether it is applied to curriculum development, professional development, or planning and policy development, there is a consensus that action research is intrinsically *collaborative*. Kemmis and McTaggart (1990) argue that it occurs within groups of participants who can be teachers, students, head teacher, instructors parents, or other community members. What is important is a shared concern among the members of the group. Therefore, we need to say that 'each instructor a researcher'.

Finally, we never presume that all teachers will benefit from the change, and are constantly searching for ways to maximize positive effects and minimize negative effects of these changes. And the teachers are knowing, active participants in the decision-making process about changes that should be made in the next iteration in the innovation cycle.

## Conclusion

We have long been aware that "imposed" professional development and school improvement initiatives have not usually been effective in changing classroom practices. Therefore, we need to respect the individual capacity and responsibility of teachers instructors and senior instructors to self-improve based on a concern for teacher achievement. We believe that when senior instructors, instructors and teachers are action researchers they are able to make decisions that enable themselves to succeed as adults who are capable of constructive self-evaluation.



Action research has become an increasingly valuable methodology in our Human Resource Development (HRD) program and the professional capacity development of teacher educators. The traditional method of training can be replaced with a problem oriented approach in which the instructor presented teacher with a problem, solicited answers from individual teacher or groups of teacher, and then helped the teacher examine the logical consequences of these answers. To encourage teachers to work together in groups both in and outside of the training room environment

Similar experiences insight us that action research methodology helped us answer questions that might not otherwise have been asked, such as: how do we overcome teachers resistance to this approach, what do we have to do to ensure that groups operate effectively, what is the nature of the dissatisfaction that might lead an instructor to change to a problem-oriented approach, what factors make it difficult to change the training room as well as classroom environment, how the technique used by one person can be used by other instructors, or transported to other institutions, what effect does this mode of instruction have on the instructor's attitude toward training and teaching?

Action research can change the social system in schools and other education organizations so that continual formal learning is both expected and supported. It can replace superficial coverage with depth of knowledge.

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# Teachers' Professional Development: Issues Related to Relevancy of Training

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## Background

The quality of education system largely depends upon teachers' ability, qualification and commitment, motivation and devotion towards their profession. These qualities and characteristics demand professional teachers for quality education. To be a professional, one must focus on three central issues- knowledge, autonomy and responsibility (Furlong, Barton, Miles, Whiting and Whitty, 2000). Thus, to become professional, teachers need a range of pedagogical knowledge and skills, should be responsible towards student learning and also require autonomy to perform their work. Teacher's professional knowledge must be constructed, updated, and further refined through study and training. The main responsibility of teachers is to create suitable learning environment where students can be engaged in their tasks and construct their own knowledge, so teachers need to be equipped with knowledge of subject matter and pedagogical skills. Teachers' pedagogical knowledge, competency and accountability towards their profession have a great impact in managing and performing classroom practices in an effective way.

It is necessary to develop teachers' professional knowledge and competencies through training in order to make effective teaching learning activities and raise the level of students' achievement. Different long term and recurrent training are also being conducted through different institutions to ensure Nepalese teachers' professional quality. But different studies claim that Nepalese teachers do not behave and act professionally as they have supposed to act. On one hand, a majority of teachers lack professional knowledge and skills; on the other hand those who are trained and assumed to have required professional knowledge and competencies, often do not use skills and knowledge acquired from training in their classrooms practices (MITRA, 2001).

There is an increased demand for quality education in the country. In this regard, teachers' role is crucial but teachers cannot contribute to students' learning unless professionalism is developed on their part. In this context, the paper discusses whether teaching in Nepal has been considered as a professional activity. At the same time, it also discusses on how far the existing certification training is relevant to develop professionalism on Nepalese teachers.

## Profession, Teaching Profession and Professional Development

Before discussing relevancy of teachers' training to the professional development of teachers let me start with the meaning and concept of profession, teaching profession and professional development.

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## Profession

Different authors have defined the term profession differently. An occupational group such as doctors, lawyers or teachers has a specialized body of knowledge acquired from long periods of study or training, is central notion to any traditional definition of professionalism (Furlong, Barton, Miles, Whiting and Whitty, 2000). For Lloyd E. Blauch, profession possesses a specialized skill requiring long study and training, success measured by quality of service rendered rather than by any financial standard, the organization of professional association to maintain and improve service and also enforce a code of ethics (cited in Becker, 1970). Becker (1970) defines profession in terms of professional responsibility, a set of difficult body of knowledge, monopoly in use of knowledge, licensure procedure to control entrance into the practice, service governed by code of ethics, professional autonomy, sizable income and high community prestige. For Lortie (1975), members within a profession jointly possess knowledge in arcane form, which is not available in layman. Calderhead (1994) features out profession in terms of specialized knowledge, goal-oriented activity for the betterment of its clients, capability to work even in complex and ambiguous situation, development of knowledgeable skills through repeated and reflective practice.

Summarizing the views of different authors the term 'profession' can be defined on the basis of some features. An occupation becomes a profession only when it possesses some fundamental characteristics such as specialized knowledge and practical skills acquired through long periods of study, training and experience; specialized role for public good; autonomy in use of knowledge and skills; associative solidarity and collegial feeling.

## Teaching Profession

If we examine teaching on the basis of specific characteristics of profession it lacks some of the fundamental characteristics. Lortie (1975) says special schooling for teachers is neither intellectually nor organizationally complex as compared with other recognized profession, like doctor, engineer or lawyer. Training period is shorter and comparatively casual, mediated e. or primitive in teaching. It lacks a preexisting body of practical knowledge, no special preparation is required and learning-while-doing is seen very important, solidarity and collegial feeling is lacking, teacher work largely in isolation from their colleagues (Ibid). Fullan (1991) puts teaching at lower status of professional job. He supports Shulman's (1989) argument as teaching is trivialized, its complexities ignored, and its demands diminished (p.307). In Ahlstrom's (1998) view, teaching is not more than an occupation. He claims that teachers are seen as having an insignificant body of common knowledge and practically no technology. Their professional skill has been documented to a limited extent; it exists mainly in the form of individual teacher's private knowledge and it can be transferred through apprenticeship observation. Professionals need sufficient degree of autonomy over utilizing their knowledge and regulating their practice to maintain certain standard, which is lacking in teaching due to state regulated rules, centrally designed curriculum and curricular materials.

On the contrary, teaching has also been recognized as a professional activity. Shulman (1987) says that teaching deserves professional status at more fundamental premise.



Standards by which the education and performance of teachers must be judged and more clearly articulated. There exists a knowledge base for teaching - a codified or codifiable aggregation of knowledge, skill, understanding, and technology; professional ethics and disposition of collective responsibility - as well as a means for representing and communicating it. Teaching is a reflective and problem solving activity, which it shares with many other professions (Calderhead, 1994). Professionals often deal with the problems of complex situation, use their expert knowledge to analyze and interpret them for making judgements and decisions for action for the benefit of their clients (pupils). Similarly, teachers face complex situation of classrooms, use their expert knowledge to analyze problems and difficulties of children, make decisions on their own judgements for students' benefit.

In this way, there are two contending propositions about teaching - one says it is a profession and the other says it is only an occupation or exists at lower limit of profession. Analyzing both of the views, it can be concluded that teaching is more than an occupation. Since classroom is a complex situation and teachers have to face its complexity, they need specialized knowledge to analyze, interpret, and to make judgements and decisions on students' understanding and evaluating their achievement, update themselves with emerging technologies required for applying different instructional strategies. Teachers' activity should be oriented towards students' education, they develop knowledgeable skills from repeated and reflective practices, and they are accountable towards students, parents as well as towards the broader society. Therefore, this paper has regarded teaching as a profession and how teachers' professional development is viewed by different perspectives is discussed below.

## **Teachers' Professional Development**

Defining professional development is rather a complex task, because various terms have been used interchangeably, especially in the field of education, for professional development, such as: teacher development, staff development, teacher learning, teacher training, teacher education, and in-service education. Whatever is the terminology used and how different authors have viewed it, the central idea on professional development remains almost the same. Different views of different authors in defining professional development can be summarized in five major themes: teacher as a learner (Fullan, 1991), teacher as a content knowledge expert (Shulman, 1987, 1994, Calderhead, 1994), teacher as a researcher (Hollingsworth 1990), teacher as a problem solver (Furlog, Miles, Whiting and Whitty, 2000) and teacher as a reflective practitioner (Dean, 1995). These themes are discussed below briefly.

### **Teacher as learner**

Teaching is often defined as a learning process from pre-service education to retirement. It is a self-initiated and self-directed process of strengthening knowledge, skills and expertise. Fullan (1991) defines professional development as the sum total of formal and informal learning experiences throughout one's career from pre-service education to retirement. Basic qualification and skills required for entrance in teaching profession, the pre-service



education, what he says professional preparation and professional development is the upgrading and broadening of knowledge, skill and expertise, which is obtained from induction and experience.

Teachers themselves are the learners. They have potential to learn throughout their career-life, learning occurs by accumulating knowledge, skills and beliefs on the foundation of previous knowledge and experience. Professional development would expand knowledge and skills, contribute to growth and enhance student learning (Fullan, 1991).

### **Teacher as content knowledge expert**

A specialized body of knowledge and mastery over pedagogical as well as content knowledge are the prime characteristics of teaching profession. Shulman (1987) categorizes the knowledge base, essential for teaching, into seven domains: content knowledge, general pedagogical knowledge, curricular knowledge, pedagogical content knowledge, knowledge of learners and their characteristics, knowledge of educational context, and knowledge of educational ends, purposes and values and their philosophical and historical grounds.

Teachers' instructional practices depend upon their subject-matter knowledge. There is a close relationship between teachers' subject matter knowledge and their instructional practices; it is directly related to their knowledge about how they teach that particular subject. Shulman (1994) extends Schwab's view on subject matter knowledge as it includes both substantive and syntactic structures. The substantive structure consists different ways, in which the basic concepts and principles of the discipline are organized to incorporate its facts, and the syntactic structure of a discipline is the set of rules in which truth or falsehood, validity or invalidity are established (Ibid, p. 84). Teachers should be able to explain not only the accepted truth but also be able to explain why a particular idea is deemed or how it relates with other statements within the discipline and out of the discipline, in both theory and practice (Ibid). It is not enough for teachers to understand something is so, but they should further know why is so and under what grounds its warrant can be asserted and under what circumstances the beliefs and justification can be weakened or denied (Ibid).

Pedagogical content knowledge consists of an understanding of how a subject area and the topics and issues within it can be organized and represented for teaching. It is the particular form of content knowledge that embodies the aspects of content and the knowledge of generic principles of classroom organization and management. Pedagogical content knowledge includes for the most regularly taught topics in one's subject area, the most useful forms of representation of those ideas, the most powerful analogies, illustrations, examples, explanations, and demonstrations (Shulman 1994). It also includes an understanding of what makes the learning of specific topics easy or difficult, the conceptions and preconceptions and misconceptions of students of different ages and different background. Teachers need knowledge of applying different teaching strategies to avoid misconceptions, if the students have, and reorganizing their understanding (Ibid).

## **Teacher as researcher**

Teachers need to be informative and analytic and also seek to get more information about students, how they learn, where they get difficulties, what teaching learning strategies would be appropriate for effective learning and how curricular materials be utilized. Calderhead (1994) states that "Just as a doctor possesses formal knowledge of pathology, together with knowledge acquired from experience about patient's behavior and various combinations of symptoms that complicate the task of diagnosis, the teacher has to acquire knowledge about the curriculum, teaching methods, subject matter, and child behavior together with a wealth of other particular information resulting from the experience of working with children in numerous context and with different materials" (p. 80).

## **Teacher as problem solver**

Since professionals can work in complex and unpredictable situations too, they use their specialized body of knowledge to face the problems arisen in those situations. Teaching is a complex process and classroom is complex situation that the teachers are continuously facing.

Professional practice is a process of problem solving (Schon, 1983). Problems arise from the complexities of the situation and professionals should have capacity to judge, analyze, develop alternative and make decisions even in uncertain and problematic situation. Professional development thus, addresses to develop their capacity to work even in the unpredictable and complex situations and resist outside interference as well as to handle the complex classroom situation. Professional development experiences are built on collegiality, collaboration, discovery, and solving real problems of teaching and learning summon the strength within staff, instead of just challenging them to measure up to somebody else's standard (Fullan, 1991).

## **Teacher as reflective practitioner**

Teaching is a reflective process (Dean, 1995). Teachers need to be continuously reflecting on and developing their work, not only because change keeps coming from outside, but because knowledge is continuously changing and developing and no school or teacher can afford to stand still (Ibid, p. 111). Skills and knowledge they have learnt formally or informally is reflected in-action into the classroom. Through repeated practice of skillful actions, they are more likely to develop their self-knowledge, which is important in developing and applying different instructional strategies. For Calderhead (1994), professionals develop various specialist and 'knowledgeable' skills through repeated practice and reflection on practice. He discusses Schon's (1983) term 'knowledge-in-action' to describe the professional knowledge that is embedded in skilled actions of professionals. Teachers often respond their students immediately and intuitively due to the skilful action adapted to the context (Ibid), which they can demonstrate but, sometimes, can not express verbally. Teachers must evaluate their performed work, analyze the situation they have lived through, explore the understandings they have brought through their work to prepare themselves for their future action into the classroom. Reflective practices help professional teachers to correct their ill practice.



On the basis of above themes derived from the views of different literature it can be concluded that professional development is the process of elaboration and acquisition of knowledge, skill and expertise (Fullan 1991, Eraut 1994, Borko and Putnam, 1995), career-long learning process from pre-service education to retirement (Fullan 1991), Capacity of assessing students' difficulties and solving the problems arisen in teaching and learning (Furlog, barton, Miles, Whiting and Whitty, 2000; Calderhead 1994; Fullan, 1991) and a reflective process of action (Dean 1995).

The above themes of teacher's professional development are relevant to the Nepalese context too. These themes may also determine the level of professionalism in Nepalese teachers, however, there are different issues associated with their professional quality.

## **Training and Professionalism of Nepalese Teachers**

Teaching is one of the technical and professional works, which demands competent, qualified and professional teachers. Different studies claim that Nepalese teachers are not professional, as they have to be. There are various issues associated with the lack of professionalism; however, there is a long effort to ensure their professional quality through different training programs. In this connection, I have tried to discuss on these issues on the light of professional development making them linked with how far can Nepalese teachers be considered as professionals and how far the current 10-month primary teacher-training program is supporting them to be professionals.

### **Reproduction of Teaching culture**

Traditional lecture method is widely used teaching method from the very beginning. It is the reality that the teachers are taught through this method and they follow the same method in their classrooms too. Training program is also not far from this reality. It is primarily based on lecture method. The training curriculum demands learner-centered environment, which the teachers are supposed to transfer into their classroom practices. However, trainer provides information what is in the package, and the trainees receive it. Although the trainees are taught on different instructional strategies, they often use traditional lecture method in their classroom (MITRA, 2001). The irony is that they are taught how to create student centered learning environment but through trainer centered training. It is not enough for trainees to describe new ways of teaching and expect from them to translate from talk to action. It may not be effective unless they are engaged in such activities, which may lead to change in classrooms.

Trainee teachers read what the trainer taught and sit on examination during the end of training period from which their knowledge in particular subject area is tested through cognitive type of questions. In this connection, Fullan's (1991) thesis that teacher development is a complex process, whose success depends upon a favorable context for learning and practical engaging activities, hardly works here. Trainees are taught learning theories and different instructional strategies but have no opportunities to learn how these strategies work in the real classroom situation. Very little practical work during the end of training period may not be sufficient to gain practical experiences. This type of teaching



culture encourages them towards rhetoric study instead of making them continuous learners, problem solver or researcher that the theory of professional development demands.

Use of lecture method is common in teachers whether they have learnt different methods from training. MITRA (2001) expresses teacher's version as "it is culture, I learnt through lecture and my students will learn through lecture" (p. 40). They generally do not think it is necessary to analyze and evaluate their own work. They think that their work is correct and there is no need of further correction on it. They often do not try to find out what weaknesses they have and what strategies may be suitable for future action. A FAWÉ's (2001) study regarding girls' education also has the similar conclusion that teachers do not accept teaching and teachers as problematic. As a result, they do not perceive that there could be a need for further correction. Although it represents African situation, its resemblance with our context, which may also indicate 'teacher culture' in general.

There are many other factors behind teachers are not being reflective practitioner. Most of the teachers consider teaching as work rather than as profession (MITRA, 2001), due to which they are not motivated towards expanding their knowledge, to be innovative and establish themselves as professionals. Thus, Smyle's (1995) view, teachers' learning is reflective learning process and associated with self-empowerment, is less applicable here. As Lortie (1975) says when teachers start their teaching career they teach in the same way as they learned during their training. They change their way of teaching after some years and teach in the same way that they themselves were taught in their schools. This shows that learning from apprenticeship observation has longer effect, which is not emphasized by training programs. Bista and Carney (2001) also say that professional learning is facilitated best in close relation to the working place. So, training of few months isolated from real working place may not lead to creating innovative ideas and reflecting on their own works.

### **Insufficient content knowledge**

The prime characteristic of profession is the specialized knowledge. Teachers should have mastery over pedagogical and content knowledge required for understanding and changing classroom practices. Training and experience can expand and strengthen the existing knowledge. The basic academic qualification, which is SLC level, for primary teacher is not sufficient to get mastery over content knowledge. Although training is mandatory, more than 40 percent of primary teachers have no training at all (MOES, 2001). There is also mismatch between recruitment, practice and provision of training for teachers. On one hand, the qualification of SLC level is not sufficient to be a teacher, because the general qualification does not provide pedagogical knowledge that is very essential to be a teacher. On the other hand, the focus of training is mainly on providing routine skills for teaching rather than expanding knowledge base. We are providing full responsibility of future generation to those less qualified teachers. Thus, the argument of Lortie (1975) that the teachers are left at the condition of swim or sink is relevant to our context too. Lortie further says 'practice teaching' of few weeks is only the device to develop skills in teachers, which is insufficient.

But in our context, those who have passed SLC have entered into teaching; not necessarily they have got any training or practice teaching before entering into the job.

It is a general tendency that, those who have low academic performance enter into teaching and remain there until they get better job. EDSC (1999) expresses such tendency of teachers as “teaching is not seen as an effective employment option and given low status, people frequently accept the teaching job until they get another job” (p. 97). Teachers often do not make effort to update and upgrade their knowledge and skills because teaching has only been used as the springboard.

Teaching needs skillful action in practice, which may not be developed only from study or training, it needs repeated practice and refinement through reflective practice that is possible when teachers themselves are motivated towards it and willing to apply the perceived knowledge and skills in their actual working place. Due to the tendency of using teaching as springboard for the time being, teachers may not try to develop themselves as professionals. Unless teachers are motivated towards establishing themselves as professional practitioners their professional growth may not be possible through external support.

### **Inconsistency in policy**

One of the major reasons for inadequate teachers’ professional development through training is inconsistent and arbitrary policy. The history of teacher training shows there is no concrete policy in this regard. After implementation of National Education System Plan in 1971, training was made mandatory to all teachers for the first time. During 1980s this policy was withdrawn (FOE, 1998). Thereafter 150 hours training was considered sufficient. Now 10-month training is required for primary teachers but it does not have appropriate mechanism to monitor the private school teachers. Training of same package, mainly providing basic knowledge and skills, is offered to all the teachers, irrespective of their experiences. Those who are experienced may not consider it useful to them thus, may not be interested. These factors may cause to loose positive attitudes of teachers towards training. Since they do not have faith on training, do not rely on the skills learned through training and may not use those skills into their classroom practices.

Although, training has been made mandatory by the seventh amendment (2000) of the Education Act, and licensure procedure for entry in teaching has also been introduced. In the case of female this provision has been withheld for two years form the introduction of the revised act. Moreover, training target is limited only to the teachers of public schools. Also, women and disables can enter without training. This type of dual standard may not be in favor of professionalizing teaching. This increases the number of untrained teachers. Though, it provides privilege to them but invites the deterioration of quality leading to impact on students’ achievement. Such policy may not encourage teachers to develop themselves as professionals.

## **Evaluation/Examination system**

Our teaching-learning practice is deeply rooted in rote learning from very beginning. Students' achievement level is measured by centrally controlled examination system based on paper pencil test, through memory questions, twice or sometimes thrice a year. Therefore, even though, the teacher is well trained and willing to apply new technologies to make effective learning environment, he/she can't teach without considering the reality of examination system. So, there is no other option than encouraging the students towards rote learning to get through examination. Teacher may not be able to create child centered learning environment, which the learning theory demands, because of the evaluation system too. This may be one of the hindering factors to make independent judgments of own work and make sure whether the students learned appropriately.

Teachers may not emphasis more on creative and innovative works during their training period too, because their achievement level is also measured by paper pencil test at the end of training period, and they prepare themselves for examination. They are not attracted to learn how to analyze the problems of complex classroom situation, interpret them, and make judgements and decisions for action. Thus, Hollingsworth's (1990) view that teaching is research and teachers act as researchers, does not make meaning here. They lack their inquisitiveness to access students' understanding, analyze and identify their problems and provide positive feedback to them.

## **Competency of trainers**

Effectiveness of training program also depends upon the knowledge and competency of trainers. Most of trainers working in PTTCs lack knowledge and skills that they supposed to have. Any employee of gazetted third class, under MOES, is considered to be qualified trainer to whom TOT of 12 days is provided to make further qualified. Trainers are not being able to develop themselves as researchers and reflective practitioners. Any way, they engage the trainees for allocated time rather than contributing by providing technical support to enhance their learning. In reality, most of them are not able to access trainees' conceptions, pre understanding and apply appropriate training strategies for building new knowledge upon the foundation of previous knowledge. They also lack inquisitiveness towards it.

There is lack of concrete policy on what special qualification or training is needed to be a trainer. Anyone gazetted officer of MOES is designated as instructor and generally works there for two years. After two years he/she may get transfer. At this situation, the trainers also may not be motivated towards developing their knowledge and competencies. When they themselves are far from new technologies, how can we expect from them to equip the teachers with newly emerging technologies is questionable.



## **Inadequate collaboration and collegiality**

Collegiality and collaborative culture, which is expected for effective teaching learning, is minimal not only in teachers' working environment but also in the entire society. It is frequently experienced that, those who have more knowledge on any area show supremacy and rarely exchange their own experiences, and those who have less knowledge often hesitate to ask others, because they don't want to show they have less knowledge. It is the general tendency, which exists in training programs too. Trainers are considered as experts and the trainees listen to them and receive what they deliver. Solving problems by discussing with each other occurs rarely. Trainers, even though, have less knowledge are not willing to share and receive ideas from trainees. He/she does not readily welcome the experience of trainees and often discourage to ask cross-questions especially above the level of his/her knowledge. Training program is not conscious towards developing a training design that promotes teacher development through learning from each other, sharing and developing their expertise together as Hargreaves (1994) recommends.

One can develop different ideas also from sharing experiences with other, and repeatedly practicing the skillful knowledge into action. He/she also learns by reviewing own work by own-self as well as from debate and discussion with other. Peer teaching, collaborative planing, mentoring or professional dialogue hardly exist in school environment. Paudel (2001) observed that teachers were rather engaged in discussion on political matter, individual business, household chores, and other unproductive subject matters instead of educational discussion, debate, idea sharing, and problem solving skills, which the professional development demands. Collaborative culture of working place that fosters self-knowledge and encourages towards reflection (Dean, 1995) is, thus, rare in teachers' working places.

Collaboration and collegiality have great importance in promoting professional growth and generating school improvement, implementing the externally received knowledge that may be from training, workshop or from observing other's work (Hargreaves, 1994). Bista (2002) explaining non-collaborative culture in school environment says that teachers return into their schools with new courage and excitement to apply new teaching strategies, after receiving training but they do not get any support from their colleagues. Instead of providing support they start to criticize due to which they have to behave as they used to before training.

## **Conclusion**

Some of the authors do not recognize teaching as profession because it lacks some of the basic features of profession. Some have classified it under profession because it possesses specialized body of knowledge, goal orientation in relation to clients, use of expert knowledge to solve the problems, reflective practices and so on. Teachers' professional development is viewed as developing teachers as career-long learners, content knowledge experts, researchers, problem solvers and reflective practitioners.

Nepalese teachers are perceived not having opportunity to become professional. Unless teachers make themselves professionals or act as professionals there is hardly any meaning of outside intervention like training. Even though training is mandatory, there are various factors, such as reproducing teaching culture, qualification at entry level, inadequate collaboration and collegiality, isolated training design, low competency of trainers, inappropriate evaluation system etc. associated with teachers' professional development. Without consideration of these factors, the designed training program may not necessarily develop required professional quality to the teachers. Similarly, training, isolated from actual working place may not favor in fostering professional development.

In this regard, Tilema and Imnants (1995) present four standard models of training. The first is 'training for conceptual change'. This model focuses on developing relevant subject-matter knowledge and acquisition of conceptual knowledge for applying specific teaching strategies. It gives emphasis on developing learning-to-learn culture by involving the teachers in contextually meaningful activities. The second model is the 'cognitive guided training and instruction'. This model consists of workshops to familiarize teachers with subject matter knowledge, students' problems, classifying the problems and identifying problem-solving process. The third model is the 'study groups of teachers'. This model gives emphasis to collegial working culture. During the training program teachers are instructed with a series of teaching skills. They are then divided into small groups; where they learn to work with each other, collaboratively generate knowledge to use particular teaching strategies. It consists short instruction period and relatively long practice in teachers' own school environment. The fourth model, 'promoting change in teaching' encourages teachers to analyze their own way of teaching and provide rationale for ongoing action. In this model teacher have control over their process and they gradually correct it with collegial support.

The above models indicate that there are two mutually inclusive areas in teacher training program, methodology of training and desired professional quality. In order to achieve particular professional quality, the program should apply a specific method. For example, if the desired professional quality is to develop relevant content knowledge, training for conceptual change model may be useful. Similarly, for the development of collegial working culture, study group of teachers may be an appropriate model. This also indicates that the four models mentioned above are not alternative but complementary to each other. In our context, integrated modality may be appropriate to fulfill the multiple needs of teachers as well as to resolve the financial constraints; however, there may be some focus on certain professional quality of a teacher. It is also suggested that a single modality of training may not be effective to the teachers of diverse need. The modality can be selected according to the need of teachers and desired professional quality.

Professionalism is not only a technical knowledge and skills. It is also a social process of reflexive practices of teachers. So development of professional teachers is a continuous process of training and reflexive practices. For this content and pedagogical knowledge and skill based training isolated from real school situation may have a little impact on teachers' professional development. There is a need of reflection- in-action that can be performed by the teachers in real classroom situation.



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# **An analysis of decentralized teacher training policy: Perspective of quality education**

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## **Background:**

Nepalese society is a complex and comprises different groups of people in schooling, where education is seen to be a measures of to the integration and unification between the diversity. The Government of Nepal committed to provide equitable access to quality education for all in line with the millennium development goal of achieving universal primary education by 2015 through the decentralization process.

The Human Resource Development (HRD) perspective of the government institution is shifted toward decentralization modality for quality education by developing the capacity of grassroots level people in school development decision. School development decisions are not only considered trained human resources at the school (i.e. teacher) but local stakeholders have to be empowered for decision making to the school management and improvement. However, decentralization planning has been shown in the form of fashion in the worldwide. In reality, the majority of the local voice has not been introduced into plan. Therefore, need of multi-dimensional society like Nepal is importantly demanded to the decentralization planning for the HRD.

Decentralization process in Nepalese diversified society is not only about transferring functions from centre to local bodies but to enable them in every aspect of management. Moreover, there is a need to improve the institutional and technical capacity of the local bodies as well as adequate financial and human resource requirements for enabling local bodies to undertake their prescribed roles and functions. In the context of Nepal, the HMG/N committed to ensure the quality universal primary education for all by decentralized policy, and trying to handover the authorities to local bodies as well as school management committees to ensuring quality education in line with decentralization process in primary education. Here, without concerning to the HRD master plans for local, the commitment of the government has to be containing as a written document. Thus, this study has been important to provide policy advice and implementation strategies in the burning issue of decentralization as a changing actions of the nation.

## **2. Objectives:**

- To examine decentralized teacher-training policy in Nepal.
- To analyze decentralized implementation strategies in teacher training sub-sector.

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## Methodology:

This study will try to make analytical study of Nepalese decentralized HRD policy in education for achieving the quality education for all goal by 2015 utilizing the qualitative research method as a perspective of decentralization theories and sociological theories as well as policy science. To achieve the in-depth understanding on decentralized policy in teacher training in education sub-sector of Nepalese government, a number document analysis have been used.

### A. Teacher Development Plan within the Decentralized policy Science

Policy is a crucial element for educational change and is normally related to the solving of the problem through action and guidance. In addition, the decision for future betterment can be termed simply as the policy statement, which is interlined with the different elements as it considers a number of aspects of the problems for changing the existing condition including political, economic, cultural, social and other issues. In this connection, Haddad and Demsky (1994) have made a functional definition of policy as “an explicit or implicit decision or group of decisions which may set out directives for guiding future decisions, or initiate, sustain or retard action, or guide the implementation of previous decisions”(p.4).

Different literatures analyzed policy as in two dimensions. In a traditional dimension to policy, Hogwood and Gunn (1984: 13-19) have attempted to distinguish between its various aspects as ‘policy as a label for field of activities’, ‘policy as a general expression of general purpose or desired state of affairs’, ‘policy as specific proposals’, ‘policy as decisions of government’, ‘policy as formal authorization’, ‘policy as a programme’, policy as out put’, ‘policy as outcome’, ‘policy as a theory or model’, and ‘policy as process’ (cited in Taylor, *et. al*, 1997).

However, in a broader sense, policy is more than a specific document or text. Rather, policy is both a process and a product. Thus, processes of policy development are ongoing and dynamic attempting to capture and pin down something, which is continuously in process, thus policy is so difficult to define (*ibid.*). In addition “Policy is both text and action, words and deeds, it is what is enacted as well as what is intended. Policies are always incomplete insofar as they relate to or map on to the ‘wild profusion’ of local practice” (Ball: cited in Taylor *et. al.*, 1997: 25). Therefore, educational policies are continuously changing or dynamic processes that are carried out through practices in terms of social justice, which is impossible to achieve without decentralized process.

Thus, on the basis of the analysis of mentioned different definitions, we have concluded that various needs of teachers have not been reflected into the national documented policy of the state for effectiveness of the educational activities. Decentralization value, stakeholders' participation, democratic decision making process, grassroots planning and micro level epistemological understanding in teacher development plan have not been reflected into centralized planning. Moreover, if the nation serious toward decentralization process on teacher development activities by setting up a decision of authoritative values for guiding subsequent actions to the ground, there are possibilities to develop the individual's professionalism. We have used this critical view for the analysis of educational policy

development in this study because policies are never value-free and power and control are central in the policy process (ibid.). We have used this functional definition in this article because it examines whose values are allocated in the policy process and whose interests these values represent (ibid.).

In the context of Nepal, teacher development policies are being initiated by the central level organization. The policy development process adopts the different approaches to include grassroots voice through narrow research modality. Moreover, the policy decisions have been followed the following considerations:

1. Policy decision collection phase

- Collect grass-roots ideas/views on the burning issues through sampling
- Analyze the related regulation
- Consider the political model of the policy science

2. Policy-decision development phase

- In-house discussion
- Expert group discussion
- Central level workshop
- Develop final draft
- Finalize the draft through national workshop

3. Approval phase

- Submit to the council
- Examine the proposed policy
- Approve by the authentic body

However, the mentioned policy development process adopted the different policy development stages to introduce individual teacher's voice into the policy text. But the adopted policy development process influencing the higher-level decision rather than perspective which is far from the decentralized policy science. Similarly, the policies have not been analyzed by the government's decentralization policy of school improvement plan (SIP), Village Education Plan (VEP), District Education Plan (DEP) and others. Thus, the further steps for policy formation should take steps through incorporating it in Local level plans and programs that can be developed by concern stakeholders.

The government should circulate a draft of training policy to the ministries and their employees, the legislature and different sectors of public opinion to elicit reactions and comments. The final version approved by the highest political authority, endorsed by the legislature, and widely disseminated, should provide public management at different levels with a concrete framework for planning and implementing their own training programmes.

Training policy should be, but often is not, linked with the relevant aspects of personnel policies of the government, such as career development, promotion and performance incentives. Without this link, neither a ministry nor its employees will be eager to participate.



However, the existence of a link to career advancement is useless or counterproductive if the training in question is irrelevant, incompetent.

Hence, the training policy framework is an essential tool to know the policy coverage, scope, and its intent.

## **B. Teacher Training implementation policy within the decentralized frame**

Qualified teachers are the property of school as a human resource. The government has played a vital role in teacher professional development through training programme. The quality of teacher training has a clear effect on the quality of teaching. Goodlad has taken the initiative in a number of partnership networks in which individual schools improve performance.

The Yarger et.al. 1980 (cited in, Haregreaves, 1995) suggested teacher training topology in following:

1. **Classroom based training:** *The training takes place in the classroom and consists of practical training in working with pupils.*
2. **Job related training:** *The training is directly related to daily problems, but does not take place during classroom hours.*
3. **Academic Course:** *This training whose aim is general academic competencies, it is not, however tailor made for special classroom task.*
4. **Qualifying courses:** *This training that leads to further qualification.*
5. **Personal development:** *The benefits are primarily in the form of personal growth for quality teaching.*

This topology is also introduced in OECD study (1998) that provides the balance of school's needs with the needs of individuals. The school need based and individual focused training programme develops more fresh perceptions and competencies through local and decentralized training. Teachers increase their level of competencies that the course should be related to the work in a teacher's subject or class and practical classroom skills which can vary from place to place and school to school.

*Effective training takes place near the school, with the focus on the school's day-to-day problems, which is accepted "my classroom gives me my best opportunity for self-development". In addition, many of the demands and expectations of teaching and learning seemed to come from within the school and teachers in an attempt to meet the virtually unattainable standards (Haregreaves, 1995). The national policy should be supported teacher's workplace activities which is highly connected to decentralized module in the form of classroom based training, job related skills and personal development for school improvement topology rather than academic course and qualifying course based topology.*

Teacher's professional activities can be described in term of their mastery of teaching competencies. However, effective training demands mastery of both the subject and pedagogic competencies. In Nepalese context, a gap between training and classroom practices has been indicated by different researches. The teacher training programmes are not found need-based, school-based which call for decentralized modality and school focused training programmes.

Nepal has practiced different educational modality to ensure educational quality for the citizen including ethnic minority and disadvantaged. Recently, the country has emphasized decentralization in favour of the individual school. As is the case in Nepal, each school has a local school management committee. However, some school managerial authorities have

provided to the school management committee but they have not provided the support for the teacher development and teacher training aspect.

Decentralized training model is the extent to which teacher association; parents and elected representatives have formal responsibility for all matters relating to the teacher training for successful operation of the school. The process of decentralization has been described in different ways in a managerial and other aspects of training institution, which as found in the form of delegation, devolution, local level of extensive training network and site based or school based training management etc. Basically, delegation attempts to transfer tasks and work without authority to subordinate and organization where as devolution attempts the highest form of decentralization providing authority with legal guarantee to lower level or stakeholders. Similarly, local level training management and site base training management gives high priority to local level organization and stakeholders and they have the power to develop self-regulatory system.

The nature of decentralized power and authority influences amount of autonomy provided to the system and actors relating in management, resource mobilization and accountability for achieving quality of education. In Nepal, however different decentralize modules in teacher training have been practiced in the form of administrative and political delegation of the authority which are:

- The authority and power delegated in the form of administrative delegation, can be reversed at any time, but political devolution requires formal agreement or legislative change. The zonal level training institution called Primary Teacher Training Center (PTTCs) and Secondary Education Development Unit (SEDU) have provided some training conduction and implementation responsibilities from higher-level authority as found administrative delegation of the power, some political agreement and commitment have been shifted toward the Zonal Level without concerning individual support, and choice based philosophy.
- In effect, with administrative delegation, teachers and employees are responsible and accountable to centralized training curriculum developed by the higher organization, but with political delegation, their main accountability is to those who are in the higher level of the organization and system.

Recent educational efforts have included scale of administrative and other reforms about decentralization of the authority to local level but without devolution of power it is impossible to enhance the quality of decision-making in democratically. In effect, the quality of teacher training as a individual support should be taken less possibility without decentralize and devalue the all resource to lower-level system.

### **Implementation strategies:**

#### **○ Decentralization**

The stakeholder will be empowered with knowledge, skills and resources in order to facilitate their genuine efforts to plan, implement and monitor training activities focusing on needs. The essence of decentralization :

- Planning at local level
- Stakeholders' participation

- Local control over resource
- Participatory monitoring and reporting
- Enhanced efficiency.

#### ○ **Good governance :**

Ownership, equity, transparency, accountability and efficiency are the indispensable elements of good governance, which form main strategies for implementation of training programme.

#### **Other strategies:**

pro poor, gender focused programs and plans may be another strategy for implementation training programs .

#### **Present Practice for training Implementation:**

NCED has extended its network with spirit to include potential training providers like private PTTCs, SEDUs , Higher Secondary Schools and faculty of education in order to clear backlog of untrained teacher in the system Moreover, NCED has also been using the individual expertise of education professionals to augment the capacity of its core staff for developing courses and delivery training .

#### **Concluding remark**

Decentralized planning will be the main implementation strategy of training programs. It requires a strategic shift from a centralized and bureaucracy controlled management to community controlled and school planning and management in collaboration with different partners including local bodies.

The authority and power has delegated in the form of administrative delegation, which can be reversed at any time, but political devolution requires formal agreement or legislative change. The policy development process is to shift in the bottom up approaches. National level's agencies effort in policy formation and implementation is to limit in providing guidance and technical backstopping support as per demand of local agencies.

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# School Governance

## Within Framework of Decentralized Management of Education<sup>Y</sup>

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### INTRODUCTION

A decentralized view of school governance holds that quality of education can be improved by shifting decision-making and accountability closer to children, classroom and schools. Schools can be responsive to local communities only when local stakeholders have the power and authority to make decisions concerning the management and development of the school. In a decentralized system of governance it is possible to exploit full knowledge, creativity and initiative of the people at the school and community level. Decentralization has been a major reform agenda amongst most educational systems around the world. This is also true for Nepal.

- 1.1 There has been constant search for essential elements of successful education system. Recent knowledge tends to suggest that a successful education system is one which makes a proper balance between and/or among the following components: **standards, performance and assessment, school accountability, school autonomy, professional development, parental involvement, learning readiness, technology, and safety and discipline.** That means that central actors like the Ministry of Education set the standards and assess the performance of individual schools against the set standards. Each individual school is given complete autonomy to function and it is accountable to local communities, parents and children. Teachers have every opportunity to develop and grow professionally. Parents take part in school activities and they are involved in school management. Children are prepared and supported to learn. The use of technology facilitates the teaching and learning tasks. Finally, safety and discipline are emphasized to create conditions for effective teaching and learning.
- 1.2 It is often argued that the transfer of educational decision making authority and responsibility from the center down to the regional and local level contributes to quality education. Moreover, decentralization has the following payoffs:
  - Acceleration of economic development by modernizing institutions
  - Increased management efficiency
  - Reallocation of financial resources
  - Promotion of democratic participation
  - Introduction of market based education
  - Neutralization of competing power
  - Enhancement of quality education

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<sup>Y</sup> This is seminar paper on Decentralized management of Education which has been published by NCED in 2060.

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## 2. CONCEPT OF DECENTRALIZATION

- 2.1 Decentralization is not only meant by a process as object away from central point but also a structural condition as distinct from a process. In decentralization, a center can be perceived as a point that has the greatest distance from all boundaries with central tendency in distribution. So, decentralization refers to a variety of organizational forms, which differ in their rationales and in their implications for the distribution of authority on different agencies, groups and stakeholders (J.Laugolo, 1995)
- 2.1 The rationales for decentralization are considered to be political legitimate regarding dispersal of authority, the quality of services rendered and the efficient use of resources. Under political argument, state should be responsive to the level of participation of people at different sub-systems regarding legitimate right (and duty) to decide or to take part in decision-making process. Similarly, efficiency rationale is concerned with optimal use of scarce resources in relation to goal realization whereas quality concerns rely with implication of efficiency. Hence, quality and efficiency may sometime overlap with each other.
- 2.3 Political rationale for decentralization is highlighted as Liberalism, Federalism, Populist localism and Participatory democratization. Liberalism holds the concept of having private provision to meet differentiated needs of people whereas federalism argues considerable self-government established by devolution of power within broader framework of a country. Populism has got a core value as empowerment of ordinary people in their local community and democratic participation calls for institutional assembly of all participants for making decisions.
- 2.4. De-concentration, Delegation, and Devolution are three major forms of decentralization. Deconcentration typically attempts to transfer tasks and work without authority to other division/ sub-division/ unit within an organization where as delegation moves one step forward with transfer of decision-making authority from higher to lower hierarchical units. However, this authority can be withdrawn at the discretion of the delegating unit. Devolution has been regarded as the highest form of decentralization where authority for making decisions is guaranteed by law and whereby an institution can act independently without seeking permission from higher level. Privatization is also known to be a form of devolution in which responsibility and resources are transferred from public to the private sector. Thus, types of decentralization determine the amount, type and permanency of authority to be transferred.

**Policy lesson:** Devolution, rather than delegation of authority, has a better chance for long-term success because it provides for continuity in the process of change.

## 3. EDUCATIONAL DECENTRALIZATION

- 3.1 There have been some efforts to decentralize educational systems in Latin America. Basically, educational decentralization was attempted in three ways (Latorre et al 1991): *neuclearization*, *regionalization* and *municipalization*. The *nuclearization* in delivery of education goes around the central school, generally high quality institution, through which education services are distributed to satellite schools. The

process of *regionalization* transfers decision-making authority from center to region, remained bureaucratic and tied with central government, in view of education practices will be developed around regional needs. The process of *municipalization* has resulted in the transfer of decision-making on education to municipality, which has proven to be relatively successful in bringing decision making power to local communities even though not being as originally envisaged. There are a number of other approaches that typically accompany decentralization of education.

- 3.2. Downsizing approach:** This approach suggests to eliminate the superfluous layers of bureaucracy, and thereby to deliver larger portion of financial and human resources directly to local governments or schools. The idea behind this is that scaled-down educational administration can be utilized as an education service center that is accountable to schools and provides timely appropriate support to local schools and communities.
- 3.3 Empowering (devolution) local government approach:** The authority of spending, staffing, and education content (curriculum/student evaluation) is to be transferred to lower level of government, i.e. regional/ district/ sub district level of government, generally resulting from major political reform. In 1980, Chile decentralized education in the form of municipalization- transferring all general public schools and most part of technical- vocational schools to municipalities (Latorre et al, 1991). In mid 90s, Poland transferred public schools to municipalities for two reasons-healthy financial status and effective management capacity than Government. In Spain, after the death of General Franco, semi- autonomous self-rule was provided to rebellious regions like Catalonia, Galician and Basque Territory (M.P. Benitez, 1996).
- 3.4 School-based management (SBM) approach:** This approach suggests that the devolution of management authority and spending power to local governments is not sufficient. It argues to increase school autonomy and to mandate decision-making authority to teachers, parents and community leaders as well. SBM approach can be viewed in the form of committee, board and trustees with involvement of teachers, parents and community leaders. This kind of governing body is typically empowered with authority in three areas- staffing, budgeting and implementing curriculum/ program and with two dimensions in general ---teaching force as key actors for academic program development and implementation and community leaders and parents as key partners for development of school. Further, as part of Chicago school reform, school councils were mandated to 'hire and fire' teachers and to make decision on school budget and program. Likewise, in Newzeland schools are transferred to Board of trustees with national grant in the form of 'bulk funding'.
- 3.5Community funding approach:** Community financing emerges in two cases- government's fiscal crises (the government not being in a position to support schools financially) and differentiated needs of people for education. The most common sharing formula in community financing, in developing countries of Asia, has been



perceived as teacher salaries cost to be borne by the government and capital cost- land, building and furniture to be shouldered by the community. In People's Republic China (PRC) 41 percent and 10 percent secondary and primary teachers respectively were employed by community in 1990 (Bray, 1991). In 1995 independent Chinese schools in Malaysia enrolled more than a quarter pupils in private secondary schools and represented 3.3 percent of total (private/ public) secondary schools (Tan, 1998). In the mid 80s Islamic schools in Malaysia formed 14, 12 and 9 percent of total primary, lower secondary and secondary schools enrollments respectively (World Bank, 1989).

**3.6 Demand side financing approach:** This approach advocates on channeling of funds through students rather than educational institutions in the form of vouchers, student loan and targeted bursaries. Under this approach, the student has freedom to enroll in any institution of his or her choice, public or private, through which an opportunity is created for students to have access and quality in education. But King et al (1998) reported that students especially at the secondary level do not have access to public schooling because of insufficient public school capacity.

**3.7 Curriculum reform approach:** The process of curriculum reform approach creates an opportunity for local governments or schools to have some extent of flexibility to include education programs to meet their local/ regional needs. The objective of such reform is to promote quality and equality for all students through curriculum, instruction, and testing initiatives that are based on a realistic assessment of student preparedness and community needs (ADB, 2002). In the words of Hannway (1993) there is a body of research showing that the professional interaction that results when teachers in local schools assemble to write curricula is a powerful force for improving education.

**Policy lesson:** The more decentralization initiative involves transferring positive opportunities to the regions or municipalities, rather than problems and burdens, the greater the chances for success.

## **4. SCHOOL GOVERNANCE**

4.1 In most decentralized educational systems, governing bodies are created to govern and manage schools in the form of committee, school board or school trustees. Normally, some degree of autonomy and accountability remains with the governing body regardless of the form, in areas such as school finance, school management and curriculum implementation. It should be noted that in a decentralized system, Ministry of Education and its system has nothing to do with school administration (e.g., permission and approval for establishment or upgrading schools) but it has great concerns and responsibility with setting standards, implementing technical services, and assessing school performance against set standards. In other words, technical considerations and quality enhancement in education are two major responsibility of the government in a decentralized context. One major challenge for us is how to limit the role of the MOES to policy development, standard setting, technical support and performance evaluation.

**4.2 Accountability:** Governance and accountability should go together. Improved governance means lines of command, communication and accountability are clear to all. Normally, the accountability system has to be linked to adequate yearly progress (AYP) and should allow possibilities for analysis of why things occur and why did not occur. But in designing a system of accountability four basic concerns must be addressed- who to hold accountable, for what, how and with what consequences. M.E. Goertz (2002) puts stress on six assumptions for designing accountability.

- State is committed to insuring high standards and meeting proficient levels of achievement within an appropriate time frame.
- State accountability system must focus on overall performance of school with inclusion of student achievement.
- The accountability system must be linked with incentives by focusing attention on student outcomes and progress.
- It should use a mix of incentives ranging from public reporting to school restructuring - to drive change.
- Accountability measures, including AYP, must be statistically valid, and reliable, and minimize the probability that the unit held accountable will be miss-classified.
- State and Local government have limited human and fiscal resources to support school improvement efforts.

#### **Who should be held accountable?**

The State must first decide whom they want to hold accountable: students, schools, governing body, local government? This decision will have implications for the 'what' and 'how' questions.

#### **Accountable for what?**

Student performance that meets the set standard is the nucleus of the accountability system in education. Even though, how performance of student has been measured on what areas, is a great deal of concerns.

- What grades and content areas?
- What other performance indicators?
- What cognitive and non-cognitive factors?
- What about multiple measures of performance?

#### **How to make accountable**

Here the state has to define how the unit will be made accountable like level of expected performance goals, measurement of changes, identification of low performing schools, and the consequences imposed.

**4.3 Autonomy:** Autonomy refers to the degree of freedom in making decision. The Center for Educational Research and Innovation (CERI, 1995) has presented the table below on where different kinds of decisions about schools are made in 14 OECD countries. This table indicates that schools are responsible for most decision about instruction; and have considerable authority for deciding about how to use resources and about personnel.



**Table- 1 Levels of Decision Making by Category**  
(Cases from 14 OECD countries)

Category	Center	District	Sub-district	School
1. Instruction	38%	12%	15%	65%
2. Planning	23%	27%	22%	28%
3. Management	15%	20%	29%	36%
4. Resource	5%	10%	38%	47%

**Table- 2: Practices on Location of decisions by level in different countries**

Country	Center	District	Sub-district	School
1. Austria	28%	26%	8%	28%
2. Belgium	-	25%	50%	25%
3. Denmark	15%	-	44%	41%
4. Finland	13%	-	47%	40%
5. France	33%	36%	-	31%
6. Germany	7%	18%	42%	33%
7. Ireland	19%	-	8%	73%
8. New Zealand	29%	-	-	71%
9. Norway	23%	-	45%	32%
10. Portugal	57%	3%	-	40%
11. Spain	33%	13%	26%	28%
12. Sweden	4%	-	48%	48%
13. Switzerland	-	50%	40%	10%
14. United States	-	3%	71%	26%



**Policy lesson:** authority should be transferred to individual regions, municipalities or schools only after they meet specific tests of readiness, financial participation, training, or community involvement-rather than decentralizing all areas simultaneously, regardless of readiness.

**4.4 School finance:** The argument regarding school finance in the context of decentralized education system has been given due consideration of user fees for public schooling from an efficiency perspective. The collection and expenditure are important components of decentralized financing. There are three implications in this regard (a) positive user fees for all level of schooling, (b) higher user fees for higher level of schooling if marginal benefits are higher, and (c) lowering user fees for regional variation and disadvantaged groups. Public subsidy should be linked with private and social rate of return from efficiency perspective. For this policy needs to be set up in three grounds- variations by school level, quality, and orientation; subsidy to be channeled through demand side; and the provision of raising funds locally.

The model of school financing varies across the countries. Some have practice of levying, taxing, and labor contributions and other have practice of raising fees from students. In general, school level governing body collects funds through the process of general consensus and voluntary contributions. In fact, local governments have to be made obligatory to support schools financially as they have mandate to collect local revenues and to make access of quality education for the people in their territory.

**4.5 School management:** The expansion of the area of freedom of management or devolution of authority moved to extreme is privatization in the local form of (i) transfer of ownership of public schools to private individuals or groups (ii.) development of private schools in parallel with public schools, and (iii.) acceptance of private financing by existing schools (Bray, 1998).

Management decentralization requires at least two areas to be addressed- teachers and managers to act as skilled managers; and decentralized managers to be monitored locally, not centrally. Management functions within school governance includes all three functions of the government- Executive (implementation of budget, contract for services, selection and approval of appointments), Legislative (adopt budget, pass regulations, and set policies), and judicial (hearing appeal, suspension, expulsion, and acceptance of transfer). The management decentralization to local level argues that without much financial decentralization it cannot be very effective.

**Policy lesson:** Local initiative is significantly reduced when total educational funding is dependent on central government' budget.

**4.6 Curriculum implementation:** The curriculum implementation under decentralized education system evokes the promotion of quality and equality through the provision of flexibility to customize their educational programs to meet the unique

needs of students because of diversity and complexity of the communities. Schools are encouraged to develop special focus and create an opportunity by which parents could be able to shop around their close area to enroll their children in that school where they think their needs are met.

**Policy lesson:** Following decentralization initiative, the quality of education may increase (or decrease) as measured by test scores. However, because of multitude of socio-economic and organizational variables involved, it may not be possible to attribute the changes to decentralizing program.

## **1. NEPALESE EFFORTS AND EXPERIENCE WITH REGARD TO LOCALIZATION OF EDUCATION**

- 5.1 Nepal seems to have followed the Hindu scripture, which states that the donation of education is the best of all donations. So, educational functions have been closely attached to religion as a result there were extensive educational programs organized by Hindu religious temples and Buddhist monasteries during ancient and medieval period. In fact, liberal donations and volunteer teaching were the basics for the promotion of education where participation of people could be considered significantly higher in making institutional base (infrastructure) by providing land contributions, labor contributions, and grain (musthi) contributions to those students who come to their door.
- 5.2 Teaching as a pure secular profession is the outcome of so-called modern education and modern institutions being detached from religious institutions. These types of institutions were established in Nepal during autocratic Rana regime especially with the objective of educating their kiths and kins with focus on English education. The establishment of Darbar high school in 1856 made significant departure being allocation of national fund on education, even though general public had no access to that particular school. However high demand and pressure for education of people during Rana regime led to publish an education ordinance 1940 with a provision of grants-in-aid for the schools that were established by the people. Right before establishment of multi-party party democratic system in 1951, there were four types of schools in operation (K.N. shreshta, 1982) -1. Full government English schools (including language schools), 2. Fully trust supported Sanskrit schools, 3. Partially government supported public schools, 4. Total public supported English schools.
- 5.3 During Rana period, local school committee, formed with local initiation, governed all public supported schools with the sprit of liberal donations, volunteer teaching, and labor contributions. This type of governing body of school continued till right before the implementation of the New Education System Plan (NESP, 1971-75).
- 5.4 NESP was a very good plan and tried to include every aspect of healthy education system even though that was an attempt to prepare citizens loyal to existing political system. All schools were envisaged to have school committee and oversee managerial aspects. But the rulers of the system interpreted this plan in their political

favor to maintain their control over the teaching force through enforcement of Education Act and regulations. With the implementation of NESP, people's participation in education sector declined substantially as it was thought that the education system was nationalized and that the State would take care of everything. Some instances are given below which confirm the nationalization of education during the NESP period.

- School committees were given responsibility to shoulder capital costs of school and certain percentages of teacher salary in one way and teachers were recruited by government institutions in another way, which directed to the state of financial burden to be borne by the government, indirectly and teachers became accountable to the government instead of school governing body.
- District Education Committee was mandated to collect 5 percent of total school income by which the autonomy of individual school in financial affairs was lost.
- One of the easy measures to solve financial crisis is modification in fee-structure but this authority was given to regional director, which could be located at significant distance from school-site with virtually no easy access to report the real situation.
- There was a low possibility of nominating real community member who is a parent or a contributor, in school governing body.
- Virtually school-governing body remained helpless in the absence of authority exercised from a distance.

5.5 After NESP also no significant departure was made to decentralize education at local level. However, right after restoration of multi-party democracy in 1990, some initiations have been made through the enforcement of Local Self-Governance Act and the 7<sup>th</sup> amendment in Education Act. According to LSGA, Village Development Committee (VDC) /Municipalities have got mandate of operating and controlling primary schools and District Development Committee (DDC) has been mandated to operate / control L/Secondary schools. According to the Education Act, management authority can be transferred to local governments and school management committee but Ministry of Education reserves the authority of operating and controlling schools. The Act is however silent about who should retain the authority of admission/ approval of schools after the transfer of management authority to local government/ SMCs.

## 6. MODELS OF SCHOOL GOVERNANCE

Debates regarding appropriate locus of control within administrative hierarchy for education are vigorous and seemingly defy resolution (McGinn, 1992) as a result there are numbers of education system like centralized, decentralized and mixed under which school governance are operating. We can learn lessons from U.S.A and Japan where education system, operated under highly decentralized and centralized spirit respectively, have been perceived successful. However, from the experiences of developing countries we cannot see the possibility of centralized system of education that can offer efficient and quality education from perspective of equity, political force and national resources.



In fact, there are four types of school governance that are in practice under decentralized system, around the world. These types of governance are briefly discussed below but they vary across the countries. For example, in many developing countries educational policies such as teacher personnel and curriculum implementation have not been transferred to local governments/ schools.

### **6.1 Publicly funded / privately managed**

A shared responsibility between state and local government for educating children is the main theme of this model from which the central government establishes a mechanism through which the funds are channeled to local school/ government based on agreed per child cost percentage and local government has to be made obligated to supplement needy costs to schools through their collected revenues. The local government is made accountable to provide quality education through the formation of school boards/ committee/ trustees. The structure and rationale of school governance is illustrated below.

#### **USA model**

##### **1. Fund**

- Federal government 7%, State government 42%, remaining local government
- Per child cost is determined on the basis of base cost and differentiated cost (curriculum, special needs, location, ethnicity)

##### **2. Governance**

- Residents elect members for governing body
- Governing body comprises of parents, teachers. Principal and superintendent
- Governing body contracts out superintendent for administration
- Superintendent contracts out principal for academic control
- Principal contracts out teachers

##### **3. Accountability:** Government assesses the school performance (AYP) against set standards through independent agency and assessment status is made public. The low performing schools are held accountable and they are taken action to the extent of cancellation. A clear responsibility between school board, school council, principal and superintendent, is tied to accountability. School progress report along with program budget is made public through print and media.

##### **4. Transparency:** The governing body is made obligatory to present itself transparent through process of publication, dissemination, documentation, and presentation in the form of print and electronic media regarding its annual program, budget and achievement. They are made responsible for every criticism, comment, clarification, and suggestion of public concerns, especially of residents. Every child and parent is ensured their right to know their progress and reasons to fail progress.

## 6.2 Publicly funded /publicly managed

This model does not empower governing body and resembles as a caretaker body of school for smooth running of schools. In other words, this model represents bureaucratic decentralization by which some authority are given to lower level of units even to schools in order to address local needs. The government units like education division/ block/ circuit control over schools through the provision of school supervisor and principal. The school committee might be formed under chairmanship of local inhabitant/ principal for the support of school requirements but the resources require for school maintenance is basically met by public fund. However partnership for quality education can be established with corporate bodies. The Parent Teacher Association (PTA) is generally found in the form of advisory form. Even so, school is made responsible to make their progress in parent meeting.

## 6.3 Publicly funded /community managed

This model advocates the spirit of partnership between government and community. The governing body comprising parents, community members, teachers, and students (non-voting power) with majority of parents. The basic feature of this model is- deregulation, semi-autonomy, parental domination, and accountability tied with transferred authority. The government is made responsible for providing the salary cost of teachers in the form of cash or kinds, and community is made responsible to bridge gaps with authority of staffing, budgeting and implementing school plan. The governing body is assumed to be representation of residents and to be act as representative of community. Let us consider the case of South Africa and try to understand how they have implemented this model.

**Structure:** principal, parents (chair and in the majority), teaching & non-teaching staff, students (in secondary school) and co-opted non-voting members.

### **Functions:**

- (a) general administrative-set school policy & rules, determine operational calendar, recruit teaching & non-teaching staff, and encourage voluntary services to school
- (b) Financial management: Establish school fund and administer it, Approve annual budget, maintain financial records, enforce school fees submit audited accounts

**Government school financing policy:** exempt parents who are unable to pay school fees, Need-based capital expenditure planning, and Resource targeting on non-personnel budget.

## 6.4 Privately funded and managed

This model suggests an institution, established by a separate act or procedure having own control over management and finance. The structure of governance and areas of services are clearly defined in their laws/ by laws submitted in the process of establishment. In general, there are two types of private institutions with objective of profit-making and non-profit making.

## Issues

There are numbers of areas that need to be spelled out for effective implementation of management transfer of public schools to local government/ school management committee. We have some lessons to be learned from our previous decentralized practice in education.

Firstly, after NESP, there was a growing demand from people's representatives that schools should be under control of local government. With the voice of people, Education regulation was revised with provision of forming school conduction committee under chairmanship of head of local government or nominated by him/ her and the committee was mandated with the power of 'hiring and firing teachers' This eventually invited the situation of 'teacher-terror' practice in order to appoint their nearest and dearest in teaching posts without implementation of transparent competition system.

Secondly, the government had designed a system of school evaluation linked with incentive scheme where responsibility of evaluating and providing amount for incentives were given to Regional Education Directorate (RED) and District Level Government (DLG) respectively. Interestingly, awarding of 10 best primary schools could not materialize in most of the districts, as it was not clear who had the right to evaluate the schools.

Thirdly, transferring management authority to Dhulikhel municipality took place three years ago without actually transferring teacher- personnel policy leading to unsolved teacher management issue.

Fourthly, DOE' s initiation for channeling school funds through District Development Committee (DDC) to primary schools in 5 bottom-up districts also does not indicate any remarkable devolution except adding one more layer in transferring fund. Finally, community-owned primary schools piloted by Ministry of Local Development (MLD) are excluded from framework of community schools as stated by Education Act. Some issues are listed below which need to be considered before handing public schools to local government/ school management committee.

- **Readiness-** The exercise of power in larger institutions brings psychological and material rewards but the factors like institutional capacity, training level, community involvement and financial participation level indicate local readiness for reforms. The most important thing in the process is power-sharing arrangements whether they are imposed or negotiated. Many reforms have failed because of insufficient reservoir of public interests and readiness. We have no such evidences, which can prove that local level can shoulder this Herculean responsibility.
- **Political/ Bureaucratic decentralization-** It is evident that LSGA argues local government is a central source for managing schools in their territory where as EA evokes school management committee, formed with domination of parents, are responsible for managing schools. A recent study conducted by DASU/ DANIDA (2003) reported that under the banner of devolution, the political decentralization of Local Bodies varies considerably from sector to sector. The report further indicates



that there is no formal involvement of VDCs and DDCs in District Education Committee and Village Education Committee which has led contradiction with LSGA which empowers VDC, and DDC to plan, supervise, assist and monitor education in the district.

- **Autonomy-** Recent initiatives made in LSGA and LA does not speak fairly regarding the authority of making-decisions in staffing, budgeting, and management of services. Because reform approach should be able spell-out what decision will be made locally i.e. location of authority (school, district/ local level government,), participants ( principal, teachers, parents, students, community members), the degree of authority( decision-making, review, approval and advisory), scope of authority (objectives, content, methods, personnel and finance)

## **SUGGESTIONS AND CONCLUSIONS**

The literature derived from school effectiveness reminds us that there are five factors- supporting inputs, enabling conditions, school climate, teaching/ learning process, and school outcomes by which school can be judged how school is effective. Amazingly, the influence of school governing body, with workable authority tied with accountability, has significant contributions to cause each of factors in positive direction. So, a governing body, constituted with representation of stakeholders, as key ingredient of decentralized education system, is a heart of this discussion paper.

The quality of education is the ever-emerging issue of the country and quality of education can be achieved if decisions are made closure to students, is another argument of this paper. The local body whose performance is evaluated by local residents leading to a success or failure in forthcoming election needs to be made obligatory to bridge school gap with authority of forming school governing body by then planning, supervising, assisting, and monitoring of education sector in their area.

In a democratic country, localization of education in the process of delivering education services is a strong power-sharing device that makes a good sense of society having the right of educational services with them rather than with the state. Consequently, strong, determined and focused leadership will have opportunities to demonstrate effective implementation of decentralization through the process of collaborative and comprehensive planning, followed by a sprit of experimentation, a willingness to be flexible and take risks, and the persistence to pursue reform in the long term. Because, the greatest barriers to reform are usually more political than technical or even financial- although there are certainly relationship among them.

Finally, amongst aforementioned models of school governance, publicly funded/ privately managed model could be appropriate model of school governance to materialize the government policy of handing over the public school to community with the sprit of decentralization. But, there is a great need of revision in LSGA and EA in order to remove ambiguity, overlap and confusion leading to the protection of people right in democratic participation. Furthermore, central support for the process in terms of financial resources, technical expertise, access to national and international information, training across local boundaries, and national assessment instruments should not be forgotten by national government for installation of local governance of education (McGinn, 2002)

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