Strategic Review of Human Resource Management in Public Schools of Bhopal District

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Abstract— This paper discusses research based findings, theoretical framework and practical recommendation developed for strategic human resource management of public schools in Bhopal district and thereby enabling them to be more attractive, retentive and employee oriented. There is a growing concern of teacher shortages in India and as per some of recent reports it has also severely affected pupil teacher ratio across the country. As per DISE (District Information System for Education) report 2015, only 10% of schools meet the norms of RTE (Right to Education) act and this means delivery of quality of education is very low which has led to higher number of school dropouts as well. As such schools need to manage their workforce strategically in order to attract and retain best of the talents available and this has been supported through our proposed SHRM (Strategic Human Resource Management) Model for schools. This research conducted in 57schools of Bhopal district also revealed that level of implementation of strategic HRM varies from low to high. Delphi study findings also confirmed that shortage of teachers will become an issue within 5years in Bhopal district. Moreover some of the human resource management strategies which can be effective in raising the overall attraction and retention of teachers in public schools are also discussed.

Index Terms— Attraction, Human Resource Management (HRM), Mission, Primary Schools, Pupil Teacher Ratio, Retention, Strategic Human Resource Management (SHRM), Vision

I. INTRODUCTION

Problem Description

The problem, within an institutional context, is the acute shortage of teachers at Indian primary school level which as per recent report [1] is 7lacs approx. A further review of statistics from same report points out that Kendriya Vidyalayas, Indian Institutes of Technology (IIT) and other Indian Universities also face a shortage of staff across the country, but the shortage at the primary level is grave. One of the leading indicators which are used to describe the quality of education received in any education establishment, be it public or private, is the Student or Pupil teacher ratio. The higher this ratio, lesser the focus derived by an individual student from faculty(s). According to DISE (District Information System for Education), Ministry of HRD report

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[2] some major states like Madhya Pradesh, Himachal Pradesh, Assam, Arunachal Pradesh, Orissa etc. have majority of schools (more than 50%) with three or less than three teachers. And if this shortage continues then our education system may have to bear some serious repercussions.

The Right to Education (RTE) Act of 2009 has necessitated Pupil Teacher Ratios (PTR) at the most to 30:1. This is an important feature of this act which regulates the availability of teachers in schools. However, absence of skilled personnel and slow pace of teacher recruitment remains an important issue. As per DISE report [2] during 2010-11, out of five, two schools didn't reach the primary standard norm of a PTR 1:30, and more than 60% (two out of three) children are registered in schools that do not meet this standard ratio. Likewise, 70% (seven out of ten) upper primary schools didn't achieve the RTE specified teacher-pupil ratio of 1:35 and roughly one in two children are enrolled in schools that fail the norm. There are huge disparities, with nine out of ten primary schools in Bihar having a pupil-teacher ratio of over 1:30. The Andaman and Nicobar Islands the only region that has achieved PTR norm for primary and upper primary education. Also at present fifty seven lakhs approved teaching positions exist with the government sector and in which seven lakhs posts remain vacant. Also it is critical to note that the present number of teaching posts is inadequate and appallingly 54% (approx.) schools pursuing a Pupil Teacher Ratio way above than 30:1. It is also forecasted that along with filling existing voids, close to five lakhs additional teachers will have to be appointed by the government in order to meet PTR standard of 30:1. Recently, the Union HRD Minister has said [3] that to fulfill Right to Education obligations [4], additional 13lakh teachers need to be appointed. As per UNESCO Institute of Statistics report (June 2010) 'Teachers and Educational Quality: Monitoring Global Needs for 2015', estimated that achieving Millennium Development Goal of providing elementary education to all children by 2015, will entail Indian government to hire more than 20lakhs new teachers, perhaps the biggest influx of new teachers globally.

Strategic Need for Human Resource Management

The important role that teachers play in helping schools realize their outcomes and teacher shortage issues affecting schools in India needs some serious consideration. India has nearly 1million schools and more than 4million teachers [5] and as a representative case of interest, the Bhopal district accounts for close to 600 schools, 0.133million students and only 3764 teachers of government primary school [6] which

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makes the case for HRM in schools more compelling. Considering the importance of teachers, one of the major challenges for schools is to attract and retain best teachers in right quantity which is very much needed to achieve the business goals and objectives.

The problem solving for teacher shortage will be a key success area for schools in Central India but the question is how strategic HRM can help in this direction? As per HR strategies the retention strategy provides suitable conditions for retaining teachers, and other strategies such as involvement, investment and cohesion are also very much required. These strategies can provide suitable actions that can enhance attraction and retention of teachers under framework of school based model of SHRM. Such type of model need to be supported by programs customized to the characteristics, vision and objectives of schools and in line with relevant theory and which will have wider scope for other education systems too.

Since most of the schools belong to public sector and falls under the governance of this sector and this means that policies and procedures of the education department regulate public schools and indirectly control public schools and as such the role of strategic HRM is also examined in public sector.

II. HRM IN PUBLIC SECTOR

It has been argued that strategic approach of industry type HRM is not suitable for public sector as most government agencies rarely operate in competitive markets and do not have same level of autonomy as that of private industries [7]. And therefore, strategic HRM implementations need to be perceived differently as and when compared to private organizations.

Many public sector organizations depend on their workers for intellectual capital in order to have competitive advantage which also necessitates the strategic management of workers. The system should be able to identify essential knowledge, abilities, skills and these workers need to develop their capacities and at the same time nurture employee commitment. This means strategic human resource management has to be viewed in a broader sense and its objective is not just limited to business profitability or target achievement.

The role of strategic human resource management is to help organization implement strategic initiatives, carry out integrated personal program for enhancing organizational performance by acquiring, developing, and managing human resources strategically. For organizations that rely on business targets, cost containment HR strategy is used. The public sector agency depends more on human capital and therefore focus is how to manage this intellectual capital effectively. These governmental agencies seem to depend on combination of investment, involvement and retention strategies for attracting, developing and retaining human resources in dynamic business environment. The five elements of the

strategic human resource management that needs to be aligned with elements of strategic HRM include shaping work environment, human resources, shared understanding, performance accountability and continuous learning as shown in Fig.1 below,

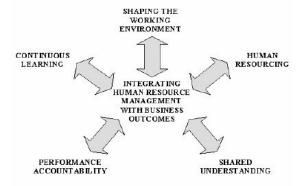


Figure-1 SHRM Framework [8]

In school context, there is almost negligible documented evidence pointing out how human resource management practices function in an integrated and strategic manner for teachers when compared to the practice of individual Human Resource functions. Evidence has suggested that major improvements can be accomplished by recruiting, rewarding and retaining effective employees. Moreover some schools are better as compared to others as they relied on performance accountability, higher clarity of purpose, delegations of decisions, and a common culture of values for collectivism. The above findings are suggestive of strategic human resource management approach, however there are dilemmas specific to school environment which needs to be resolved before strategic teacher workforce management can be fully impinged. To sum up an important feature of strategic HRM in public sector is the need for suitable strategies to retain and attract human resources and as such it is imperative to propose school model of strategic HRM in this education sector.

III. SHRM MODEL FOR SCHOOL

The theory of strategic human resource cannot be separated from socio-economic, political and industrial relations climate and hence there is a need to work on feasibility of strategic HRM within own industries. The attraction and retention of teachers shall depend on development of strategic HRM framework and processes which align vision and objectives of school. As such, some of the key characteristics of school-based strategic HRM model should

- Pluralistic approach which recognizes shared industrial objectives.
- Approach that emphasizes employee involvement through consultation, commitment, communication and empowerment.
- 3. Human resource strategies that focused on developing, attracting, retaining human resources to realize school outcome.

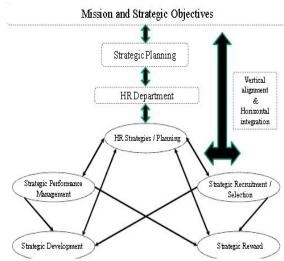


Figure-2 Proposed School Model of SHRM [9]

There are four main requirements of strategic Human Resource Management in public sector organizations. This entails fully setup strategic planning processes, vision and mission of the organization, committed HR department in which staff is involved in associating personnel functions with strategic objectives, and vertical activities with horizontally integrated personnel policies and practices. With these prerequisites the framework for school based strategic HRM model is described in Fig.2 above is as follows:

Strategic Planning Process: This is a process of formulating actions in order to guide organization and consider objectives and future changes to have maximum advantage. The strategic planning process gives a clear sense of direction and normally top management undertakes strategic plan [10] which can be short, medium or longer term.

Mission & Strategic Objectives: A well defined and stated mission statement and strategic objectives can help organization define its purpose and inform its main goals. Properly defined goals communicated the desired results and performance criteria can be included against these goals to cover all business aspects and concerns [11]. The organization vision gives a clear direction while mission statement informs about organization purpose which needs to be shared with all stakeholders.

Committed HR Department: It is important to have dedicated human resource personnel whose skills and knowledge are aligned with organization's mission and vision. In the absence of suitable resources, the human resource will not be able to act strategically and will perform mere administrative functions. The integration of staffing, retention, development, and change management is also stressed. Also if employees are involved in strategic planning process, then HR personnel can align human capacity in order to support strategic initiatives.

Alignment and Integration of HR Practices with Organizational Objectives: The HR activities need to fit both horizontally and vertically. Matching of HR practices

with overall business strategy is done under vertical alignment while integrated inter relationship that exists among human resource activities is carried out in horizontal alignment. A suitable horizontal fit entails policies and practices in one functional area do not contradict with other areas and moreover aligned policies and practices match organization's mission and objectives.

IV. RESEARCH METHODOLOGY

The overall methodology was qualitative. The main research questions are as follows:

- 1. How effectively strategic human resource management (SHRM) implemented in government primary schools in Bhopal district?
- 2. Are the human resource management functions (appraisal and performance management, professional development, recruitment and selection, and reward) aligned in strategic HRM approach and what HRM strategies could be implemented to improve attraction and retention of teachers in primary school?

The research carried out in two phases and the research procedures used in both the preliminary and main phases are listed as follows:

- 1. The first phase included a three-round Delphi study of eight experts on school sector, involving directors, government officials from school governing agencies (public, independent and catholic) and state technological university of MP.
- 2. The second and main phase was a multiple-site, multiple-method study involving two case studies (A) & (B).

The preliminary Delphi study used to test the perceptions of selected experts on the extent to which HRM is practiced in the school sector in Bhopal district and how attraction/retention of teachers can be improved through HRM deployment. These two issues have been derived from the two key research questions. The main phase of the study consisted of two case studies. First case study (A) examined the school sector as a single industry, using multiple sites to address research question 1. This case study investigated the extent to which HRM is in place in schools and involved 10 govt. primary schools of Bhopal district. Data from each site is examined and a comparative investigation conducted.

Second case study (B) targeted teachers and used multiple methods to address research question 2. This case study involved the following strategy:

- **a.** Face-to-face in-depth interviews of 13 principals and human resource managers/officers of selected school organizations.
 - **b.** Electronic in-depth interviews with 5 retired teachers.
 - c. An electronic survey of 31 serving school teachers.

This case study also examined the reasons people are attracted to / or remain as teachers and how the strategic implementation of human resource functions can be used to positively influence attraction and retention outcomes.

In total 57 primary school sites participated and this is deemed adequate considering operational accessibility of schools in Bhopal district. The multiple data gathering procedures employed generated a large volume of qualitative data. This analysis involved examining, categorizing and tabulating the data via a deductive process that built detailed descriptions for each theme and allowed cross-case synthesis and testing the results from earlier procedures. Statistical techniques (mean, median, mode, standard deviation) applied for analysis of respondent data. The transcribed interviews were coded to the themes and sub-themes of the interview questions using software package (NVivo) however, the data were subsequently exported into MS-Word for further manual analysis before the findings were reported.

V. FINDINGS

Delphi Study Findings

- i) The model of SHRM developed from the literature to form the conceptual scheme presented in Figure-2 above, suggested the extent of SHRM in a school system is directly dependent on four key SHRM requirements. These being an established strategic planning process, a clear statement of the organisation's mission and strategic objectives, a dedicated HR department and the vertical alignment and horizontal integration of personnel policies and practices.
- ii) The Delphi study findings suggested that existing HR policies, practices and strategies in all the sectors appear to be in line with the SHRM framework, however, could not verify the extent of uptake. Some form of strategic planning is undertaken in all schools although the level of planning varies from school to school. All participants agreed that there is a need for SHRM to be deployed at the local level, as well as the central level for it to be effective.
- iii) The Delphi study also confirmed teacher shortages are in general, not a current major problem in Bhopal district, but shortages will become an issue in the next 5 years, as the teaching population ages. Other specific problems include gender imbalance, difficulties staffing schools in remote areas, and shortage in specific learning areas. The problems vary by location with the remote areas (irrespective of sector type) experiencing both a general shortages as well as the other specific problems.

Status of SHRM Implementation

iv) As per Table-I below, Case study (A) research being much more elaborate found more variation in the status of SHRM implementation (from weak to strong evidence of uptake) across the schools, albeit depending largely on the size of the schools. 5 out of the 10 participating case study sites showed a strong evidence of SHRM uptake, 4 showed moderate evidence and the last case had weak evidence.

Table-I SHRM Implementation Status

Case	Sector	Location	Evidence of Individual SHRM Requirements				Extent	Case Study Site
Study Code			Strategic planning process	Mission Statement/ Strategic Objectives	Dedicated HR department	Vertical/ Horizontal Alignment	of SHRM in Place	13
CS1		Urban	Moderate	Moderate	Moderate	Moderate	Moderate	LC P/S School
CS2		Urban	Strong	Moderate	Moderate	Moderate	Moderate	LC P/S School
CS3		Urban	Weak	Moderate	Moderate	Weak	Moderate	LC P/S School
CS4	Independent	Urban	Strong	Strong	Strong	Strong	Strong	LC P/S School
CS5		Urban	Weak	Moderate	Weak	Weak	Weak	SP School
CS6		Urban	Strong	Strong	Strong	Moderate	Strong	LC P/S School
CS7		Urban	Strong	Strong	Moderate	Moderate	Strong	LC P/S School
CS8	Catholic	Urban	Moderate	Strong	Moderate	Strong	Strong	LC P/S School
CS9		Urban	Weak	Strong	Weak	Moderate	Moderate	MP School
CS10	Public	Urban	Strong	Strong	Strong	Strong	Strong	PP/S Schools

LC: Large Combined, P/S: Primary/Secondary, SP: Small Primary, MP: Medium Primary, PP: Public Primary

Source: Respondent Data Analysis

v) Case Study (B) generated several findings on what attracts people to teaching, why teachers leave and strategies for improving attraction and retention. The study also confirmed the extent of the teacher shortage problems and tested out the relationship between the motivational characteristics of teachers and their desire to stay or leave the profession. Overall, the key findings indicate that shortage problems range from minor to moderate in the independent and catholic schools. In contrast, large independent schools are better placed to work towards implementing 'employer of choice' strategies for making them attractive schools to work for. The smaller schools tend to rely on a communal atmosphere and teachers intrinsic characteristics being aligned to the school philosophy or religious ethos.

Although the government schools employ several strategies, they experience moderate to major teacher shortage problems with the major attraction and retention problems in regional / remote locations, but there are still moderate problems in metropolitan schools. Respondents believe the implementation of SHRM would positively influence teacher attraction / retention, but organizations need to be willing to make some concessions for the approach to be successful. The concessions include the willingness to increase the involvement of HR in staff issues and strategies, and to make trade-offs between traditionally preferred options and business alternatives that achieve the goal of attraction / retention.

Respondents identified 'Working conditions' as the most influential factor for attracting and retaining teachers. This is followed by 'Personal characteristics of teachers' and 'School conditions'. The top ten reasons people are attracted to teaching listed in order of importance are; they enjoy working with children, teaching is intellectually fulfilling, teaching helps them contribute to society, teaching allows people to work in a subject they love, teachers have a positive impact as role models, teaching offers flexible hours and sufficient holidays, schools offer educational values, career as a teacher suits their family needs, teaching offers opportunities for professional development, and teaching offers good job security. No participants preferred to work continuously in

the remote locations, but nearly a quarter of participants, regardless of years of teaching, indicated they would not mind working in remote areas in short or medium term postings. Twenty-nine percent of the participants' desired immediate change of career from teaching and this was highest among mid career teachers and early career teachers. The participants wishing to 'leave now' placed the least importance on intrinsic motivational factors, whilst those wishing to stay attached a relatively higher degree of importance to the factors.

Strategies for Teacher Attraction and Retention

vi) The most critical factors influencing teacher attraction and retention were ranked in order of importance as shown in Table-II below. These were working conditions, school conditions, living conditions in the area where school is located, alternative employment opportunities, the personal characteristics of teachers and the perception that teaching is unappealing /unattractive. The experts agreed that effective deployment of strategic HRM could help address attraction and retention problems and identified the following strategies as most critical: Professional Development, Reward, and School Conditions.

Table-II Ranking Results

Delphi Ranking	Retired Teachers Ranking	Median 1 3	1 3,4
1 st Working Conditions	1st Working Conditions		
2 nd School Conditions	3 rd School Conditions		
3 rd Living Conditions	4 th Living Conditions	4	3
4 th Alternative Employment	6 th Alternative Employment	5	5
5 th Personal Characteristics	2 nd Personal Characteristics	2	2
6 th Perception	5 th Perception	4	6

Source: Respondent Data Analysis

CONCLUSION

To conclude, this research has met its objectives and produced a model for SHRM that is appropriate for the school sector. This is an abridged version of the type employed in the industry as identified [12]. This is founded on the four key requirements, namely an established strategic planning process; a clear, written or unwritten statement of the organisation's mission and strategic objectives; the existence of a dedicated HR department; and the vertical alignment and horizontal integration of people policies along with practices recommended by [13]. Suitable strategies practitioners could apply to improve the attraction and retention of teachers in schools are recommended, notably the use of appropriate appraisal and performance management, professional development, recruitment and selection, and reward strategies implemented within the framework of an SHRM model. For instance, recruitment and selection strategies within an SHRM framework would entail practices which are aligned with and integrated into the strategic planning process and involve the translation of mission statements and / or strategic plans into those employee attributes which are seen to be critical to their successful attainment.

The study has identified how SHRM and its benefits could be implemented more effectively within schools. The effective implementation of SHRM provides an opportunity for improving teacher attraction and retention, as it has done in other industries. This would assist schools to better achieve their outcomes, benefitting the community as a whole. The staff of an organization are the assets on which competitive advantage is built, whether in the private or public sector, either in the corporate world or in the world of education and as such human resource management and the related practices with it have become admitted by managers in all forms of organizations as key strategic levers to ensure continuing success. A model of SHRM for the education sector would not only benefit schools within Bhopal district, it would have a broader application to other education systems.

MANAGERIAL IMPLICATIONS

This study has some major implications for human resource management in schools. This study identifies how strategic implementation of human resource functions could bring about improvements in the attraction and retention of teachers. The suggested school model of strategic human resource management should provide a simple and pragmatic framework to guide managers and practitioners in the implementation of strategic human resource management in their local school systems. The four key requirements namely: an established strategic planning process, a clear statement of the organisation's mission and strategic objectives, the existence of a dedicated HR department and the vertical alignment and the horizontal integration of personnel policies and practices form the building blocks a school needs to set up to help it strategically manage its human resources.

Understanding the complexities of teachers' motivations and attributes of work environment, that influence teacher attraction and retention is important. Understanding the relative importance of these can help managers prioritise and design appropriate attraction and retention strategies. For instance, if schools attract teachers that satisfy the right personal characteristics, these teachers would stay in the profession if reasonable working conditions are in place. The relationship between personal characteristics and intentions to stay or leave the teaching profession is useful as human resource managers could use 'personal characteristics' surveys to predict the retention potential of the teaching workforce in their schools. They could use this knowledge to develop attraction and retention levers.

LIMITATIONS

The generalisability of the findings has been raised as one of its limitations. The operational accessibility restrictions in most of the public schools in Bhopal district limited the number of schools for primary data collection. However the participation of 57schools deemed adequate considering on ground report of only 112 fully functional out of 600 schools, which implies statistical data conclusion validity of 50.89% or 51% approximately. Further research could be in the form of a similar study using a wider cross section of schools or

participants, or in other states across India and if possible in other countries, to verify the generalization of the findings.

SCOPE OF FUTURE RESSEARCH

Understanding the link between strategic human resource management and school learning outcomes would reinforce the need for strategic human resource management in school systems. Future study could examine how fully decentralized school level SHRM could be implemented within the centralized public school sector or in those private schools with centralized or partly devolved systems. Further research could also investigate the relationship between teacher attraction-retention and different measures of learning outcomes and quantify the financial cost of implementing our school based model of strategic human resource management and strategies. Future research could also complement the current qualitative study into the interrelationships between strategic human resource management factors and teacher attraction-retention.

The full influence of the principal's disposition on the take up of SHRM in the school requires additional study. Some principals did not see a strategic role for the HR manager / officer and staff directors especially if these staff did not have a teaching background. There is also concern that principals, despite having a teaching background, lack the HR competencies or training and yet are tasked with strategic responsibilities. This raises the question of whether HR practitioners in schools need skill sets to take account of the peculiar nature of schools and teachers. Follow-on research needs to be undertaken in this area.

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