

NUEPA Research Reports Publications Series

Teachers in the Indian Education System

**Working Conditions of Teachers in
Madhya Pradesh**

Eklavya Research Team

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**National University of Educational
Planning and Administration**

New Delhi

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This study is dedicated to all teachers who struggle everyday with scores of thousands of children to provide them with a happy learning environment in spite of all odds.

Anjali Noronha
Eklavya

Bhopal 2014

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Glossary

APC	Assistant Project Coordinator
AS	Adhyapak Samvarg
BAC	Block Academic Coordinator
B.El.Ed.	Bachelor in Elementary Education
BEO	Block Education Officer
BDO	Block Development Officer
BGC	<i>Block Gender Coordinator</i>
BITE	Block Institute of Teacher Education
BRC	Block Resource Centre
BRCC	Block Resource Centre Coordinator
CCE	Continuous Comprehensive Evaluation
CEO	Cluster Education Officer
CPI	Commissioner of Public Instruction
CRC	Cluster Resource Centre
CRCC	Cluster Resource Centre Coordinator
DA	Dearness Allowance
DEO	District Education Officer
DIET	District Institute of Education and Training
DGC	<i>District Gender Coordinator</i>
DISE	<i>District Information System for Education</i>
DPC	District Programme Coordinator
DPEP	District Primary Education Programme
DPI	Directorate of Public Instruction
DPO	District Programme Office
EGS	Education Guarantee Scheme
FGD	Focus Group Discussion
HM	Head Master
HS	Higher Secondary
JPSK	Janpad Shiksha Kendra
JSK	Jan Shiksha Kendra
LDT	Lower Division Teacher
NCFTE	National Curriculum Framework for Teacher Education
NCTE	National Council for Teacher Education
NOC	No Objection Certificate
NUEPA	National University of Education Planning and Administration
OBC	Other Backward Class

OIC	Officer in-charge
PRI	Panchayati Raj Institutions
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
RSK	Rajya Shiksha Kendra
RTE	Right to Education
SC	Schedule Caste
SHG	Self Help Group
SMC	School Management Committee
SRG	State Resource Group
SSS	Samvida Shala Shikshak
ST	Schedule Tribe
TET	Teacher Eligibility Test
UDT	Upper Division Teacher
ZSK	Zila Shiksha Kendra

Chapter 1

INTRODUCTION

1.1 Introduction

It would be worth our while to remember what Bertrand Russell in his essay 'The Functions of a Teacher'. 'A feeling of independence is essential to the proper fulfillment of the teacher's functions, since it is (her) business to instill what s/he can of knowledge and reasonableness into the process of forming public opinion.' (Since) something called education is (now) given to everybody, usually by the State....The teacher has become....A civil servant obliged to carry out the behests of men who have not his learning, who have no experience of dealing with the young.....It is not very easy to see how, in these circumstances, teachers can perform the functions for which they are specially fitted...'

There seems to be no disagreement about the fact that the teacher is the most important and crucial factor that determines the quality of education at any level. It is often quoted that 'no nation can rise above the quality of its teachers.' In fact, in recent years, there has been a lot of discussion on the difference that an effective teacher makes to the lives of children and through them to the economy. However, one of the main measures that are used to judge teachers' effectiveness has been test scores, which cannot be the only measure of a teachers' effectiveness.

There is also a lot of debate around what actually makes a good teacher particularly when test scores cannot be counted as an indicator of good education. However, there is little knowledge and research on what are the policies and conditions under which teachers in different states of India work. It is with a view to understand these aspects that this collaborative study was undertaken. The study attempts to look at the terms and conditions that govern the cadre(s) of teachers and its various levels, right from recruitment processes and eligibility conditions. Hence, the following questions have been explored in this study:

1. What are the eligibility conditions and recruitment processes of teachers at the elementary and secondary level? Time taken in one cycle of recruitment and issues therein? Has it managed to fill all vacancies? Which department of government is in charge of recruitment and of the cadre(s)?

2. What are the salaries that different kinds of teachers earn? Do teachers teaching at the same grade level earn same salaries or are there any differences?
3. What is the government policy on recruitment and salaries and are these implemented?
4. What are the non-salary benefits given to teachers?
5. What are the deployment and promotion policies and processes and are there any issues in implementation?
6. What are the transfer policies and have they been implemented?

1.2 Education in Madhya Pradesh

The State of Madhya Pradesh is one of the largest states of India. It covers an area of 3,08,245 sq.km and has a population of 7,25,97,600, 15.6% of which are Scheduled Castes and 21.1% are Scheduled Tribes. It is divided into 50 Districts, which in turn have 319 blocks, 54,609 villages¹.

Table 1.1 Trends in student enrolment and teaching force in elementary schools 2010-14

Year & parameter	Total	Government	Private
2010-11			
Elementary Schools	1,37,113	1,12,014	23,801
Enrolment	1,54,84,989	1,06,53,880	47,02,519
Teachers	4,41,063	2,67,846	1,64,372
2011-12			
Elementary Schools	1,40,993	1,12,079	27,148
Enrolment	1,54,93,689	1,02,21,216	49,20,512
Teachers	4,36,719	2,68,471	1,70,733
2012-13			
Elementary Schools	1,41,859	1,12,895	27,227
Enrolment	1,53,17,828	99,13,184	49,71,038
Teachers	4,45,056	2,74,635	1,83,442
2013-14			
Elementary Schools	1,42,844	1,14,444	26,668
Enrolment	1,45,94,089	95,11,486	49,01,200
Teachers	4,64,018	2,91,176	2,05,937

Source: State Report Cards, NUEPA (Various Years)

The above table reveals some interesting facts. From 2010-11 to 2012-13, there has been a steady increase in the number of schools and teachers in both government and the private sector. However, there also has been a decline in the overall enrolment

¹ <http://www.census2011.co.in/census/state/madhya+pradesh.html>

between 2012-13 and 2013-14. In 2012-13, enrolments in government schools decreased while it increased in private schools and in 2013-14, there was a substantial decline in enrolment in both government and private schools. This is a matter of concern because there is no evidence to show that the number of children declined during the same period.

On the other hand, the number of teachers has continued to grow in both government and the private sector. In fact, the private sector teachers account for 37 percent to 40 percent of the total number of teachers in different years. Private sector enrolment as a percentage of total enrolment has shown an increase from 30 to 33 percent. In addition, it is significant that the Tribal welfare department manages 17,000 of government schools while the rest are managed by the education department.

1.2.1 Teachers by type of schools, caste and gender²

The following tables (Table 1.2 and 1.3) give an overview of the profile of teachers working in different types of schools in the state. It is indeed interesting that the number of contract teachers have drastically come down in the state especially after the late 1990s, when the Education Guarantee Scheme (EGS) was operational.

Table 1.2: Teachers by gender and caste

School Category	Total	Regular Teachers*			Contractual Teachers*			SC Teachers		ST Teachers	
		M	F	No res.	M	F	No res.	M	F	M	F
Primary only	2,21,801	1,47,793	73,555	0	246	207	0	22,746	10,022	33,565	13,336
Primary + U.P.	1,08,395	48,159	59,412	0	385	439	0	4,739	4,717	2,331	2,749
P + UP + Sec/HS	39,686	14,106	25,408	0	66	106	0	1,110	1,409	493	874
Upper Pry. only	82,472	56,999	25,428	0	28	17	0	9,969	3,562	9,893	3,693
U.P. + Sec/HS	1,914	1,152	752	0	5	5	0	117	68	88	48
P+ U.P. + Sec	9,422	4,283	5,063	0	27	49	0	401	359	144	149
Total	4,63,690	2,72,492	1,89,618	0	757	823	0	39,082	20,137	46,514	20,849

² NUEPA, DISE State Report Card 12-13

* Regular teachers seem to include the Samvida, which are actually teachers on a three-year contract and contract teacher here may be a figure for guest teachers.

Table 1.3: Teacher qualifications

School category	Below Secondary	Secondary	Higher Secondary	Graduate	Post Graduate	M. Phil	Post Doc	No Res.
Pry. Only	2,493	4,858	85,062	74,036	52,684	771	38	1,406
Pry. +U- Pry.	1,233	6,617	34,072	46,488	18,348	785	28	0
P + UP + Sec/HS	357	1,575	6,011	17,368	13,745	443	15	0
U. Pry. only	389	888	4,909	30,704	44,219	616	29	673
U.P. + Sec	11	84	194	699	889	26	1	0
P + U.P. + Sec	120	325	2,044	4,260	2,527	69	1	0
U.P. + Sec	0	7	43	146	124	7	1	0
Contract	48	189	441	702	192	8	0	0

1.3 Summary of key findings

1.3.1 Types of teachers

At present there are four categories of teachers in Madhya Pradesh and different levels under each category teach Primary, Middle, Secondary and Higher Secondary schools. These cadres are given in Table 1.4.

Table 1.4: Different categories of teachers in Madhya Pradesh

Category	Level
Shikshak Samvarg	1. Lower Division Teacher (LDT) 2. Upper Division Teacher (UDT) 3. Lecturers
Adhyapak Samvarg	1. Sahayak Adhyapak 2. Adhyapak 3. Varisht Adhyapak
Samvida Shala Shikshak (SSS) or Contract teacher	Grade III, II and I
Atithi Shikshak or Guest teacher	Grade III, II and I

At present, there are three cadres of teachers in Madhya Pradesh, Shikshak samvarg cadre, the Samvida Shala Shikshak (SSS) cadre and the Adhyapak Samvarg (AS). The SSS is a three-year contract cadre, while the other, the AS is a long-term cadre on a pay scale. Every teacher joins the SSS cadre and on successful completion of tenure, they get absorbed into the AS cadre at the same level. However, both these cadres are decentralized and held by the local body i.e. at the District and Janpad (Block) level for rural teachers and at the Municipal committee or Municipal corporation level for urban teachers. Appointments are, however, made to particular schools and transfers are discouraged. The SSS are governed by two administrative entities namely,

Panchayat/Municipality Chairperson and the District Education officer or Tribal Welfare Department Asst. Commissioner at the District Level. The District Collector is the appellate authority and the education department manages all professional development aspects of the cadre. It is important to note that the appointing authority of SSS is the Panchayat/Municipal Council while they are managed by the education /tribal welfare department (as the case may be).

There is also an older cadre of regular teachers who are known as Shikshaks. But no new recruitments have been made since 1998. This is a District level cadre and teachers were appointed and managed in all respects by the State Education Department. There are Shikshaks at all three levels – primary, upper primary and secondary. In Madhya Pradesh, guest teachers are also appointed to fill short-term vacancies against sanctioned posts. They are locally (school-level) recruited and unlike the other two cadres, guest teachers are not considered a cadre. Consequently, the number of guest teachers is not reported in the DISE format.

1.3.2 Recruitment

The Samvida Shala Shikshak are directly recruited for a period of 3 years on a fixed pay contract. They are recruited by the Panchayat/Municipal corporation (local body) on the basis of an eligibility test. At the end of three years, if they have the requisite professional qualifications (i.e. NCTE mandated qualification for each level and have cleared the TET examination), then they are eligible to become an Adhyapak. It is important to note that the transition from SSS to Adhyapak is not automatic and a “Chhaan Been Samiti” scrutinizes their records (regularity, leave, no complaints etc.). According to the state government officials, almost 90 per cent of SSS are promoted and only around 10 percent did not qualify for the promotion.

The last batch of SSS recruitment started in 2011 and was completed in 2014. The last round of promotions from SSS cadre to Adhyapak Samvarg was done in 2013. Details of the recruitment process are given in Chapter 4. The current picture of total number of teachers under different categories is given in Table 1.5.

Table 1.5: Number of government teachers between April and August 2014³

	SSS	AS	Regular Teachers	Guruji	HM	Total
April 2014						
Primary	46,802 Grade III	1,12,250 (S Adhyapak)	78,750 LDT	9,000*	16,000	2,62,802
Middle & High school	21,656 (Grade II)	58,860 (Adhyapak)	19,250 UDT		8,700	1,08,466
Total	68,458	1,71,110	98,000	9,000	24,700	3,71,268
August 2014						
Primary	36,500 (Grade III)	1,08,550 (S Adhyapak)	74,500 LDT		10,625	2,30,175
Middle & High school	21,600 (GRADE II)	61,860 (Adhyapak)	19,250 UDT		13,592	1,16,302
Total	58,100	1,70,410	93,750		24,217	3,46,477

It is disheartening to see that there has been an overall reduction in number of primary teachers in all cadres while there has been a slight increase at the middle and high school levels. It seems that the Samvida Shala Shikshaks particularly at the primary school level, were recruited after a lot of teachers left their posts. The vacant posts are also not filled because there are not enough professionally trained teachers, especially in the reserved category of ST.

1.3.3 Transfers and deployment

Transfers are generally discouraged as appointments in the Samvida Shala Shikshak cadre and the Adhyapak Samvarg are made to the school, irrespective of whether they were directly appointed or were absorbed through promotion. The Samvida Shikshak's job is non-transferable. There are, however, certain condition under which voluntary transfers of the Adhyapak Samvarg is permitted and a process has been outlined. Teachers under Adhyapak Samvarg can also be transferred on administrative grounds such as rationalization. The transfers of the older Shikshak cadre are governed by the State Government District transfer rules and include both voluntary and administrative transfers. While there is no provision for transfer on disciplinary grounds, teachers under Shikshak cadre can get transferred as punishment.

³ Information on Guruji was given by a government officer.

1.3.4 Salary and benefits

Table 1.6: Cadres, types of teachers, their salaries and service conditions

Level of School	Samvida level and salary	Adhyapak level and salary	Atithi level and salary	Shikshak level and salary
Primary	SSS Grade III – 5000	Sahayak Adhyapak 4500-25,000+ 1250 (grade pay) +100% D.A on {(Basic * 1.62 which would be 7,290 at starting and 40,500 at the end of the scale) + Grade Pay}	Atithi Shikshak grade III - Rs. 100 per day	Lower Division Teacher or Sahayak Shikshak - 5,200-20,200+2400 (grade pay) + 100% D.A on basic + grade pay
Middle and High School	SSS Grade II- 7000	4500-25,000+ 1600 (grade pay) 100% D.A on {(Basic * 1.62 which 7.290 at the beginning and 40,500 at the end of the scale) + Grade Pay}	Atithi Shikshak Rs. 150 per day	Upper Division Teacher - 9,300- 34,800+3200 (grade pay) + 100% D.A on basic + grade pay

As evident from Table 1.6, here is a huge difference in the salaries and supervision of different categories of teachers. In the last 10 years, however, attempts have been made to streamline and converge different cadres. In 2013, there was an effort made by the government to make the Adhyapak cadre on par with the Shikshak cadre through a four-year process. An interim relief was granted so that the Adhyapak Samvarg can attain the Shikshak Samvarg pay bands by 1.9.2017⁴.

Additionally, the terms and conditions of service for the Samvida Shala Shikshak Samvarg, the Shikshak Samvarg and the Adhyapak Samvarg Shikshak are different. For example:

1. The Atithi Shikshak has no facilities (retirement benefits etc.) whatsoever;
2. Pension is not applicable to Samvida Shikshak and pension rules for Adhyapak and Shikshak are different;
3. Leave rules are similar across three cadres, including maternity leave, but there may be some minor differences.

1.3.5 Day-to-Day management and supervision

The nodal point for day-to-day management of teachers is the Headmaster or Principal of the school. He/she allocates tasks to teachers, reviews their work, does school level

⁴ Vide F-4-113/2013/18-1 dated 4th September 2013

planning and is the school-level problem solver. The SMC and the Jan Shiksha Kendra Principal forms the next tier. Although, the SMC has the power to negotiate that the teachers are not given non-teaching tasks, they rarely exercises this power.

Apart from this, there is a supervision chart that specifies the schedule of monitoring visits to the school. Four or five different officials are expected to visit the school and the teachers reported that they often work at cross-purposes. The monitoring framework is called Pratibha Parv and this is expected to exert pressure on teachers and students. Following is the approximate number of supervisions conducted by different levels in a month:

1. Every Janshikshak (CRC) has to visit all schools of the cluster in a month;
2. All BRCC, BAC, BGC, DPC, DGC, APCs, have to visit at least 30 schools in a month;
3. DPCs have to visit 30 schools in a month;
4. DEOs have to visit at least 20 schools in a month; and
5. DIET Personnel's have to visit 25 schools regularly.

Officers at the state level have been made Officer In-Charge (OIC) for districts for monitoring purposes. Monthly targets have been fixed for these OICs along with district, block and JSK levels. The DEOs and BEOs have also been given monitoring targets.

1.3.6 Promotions, career progression and evaluation

It is noteworthy that fifty per cent of the posts at the Adhyapak and Varisht Adhyapak levels are reserved for internal promotion from the Sahayak Adhyapak and Adhyapak levels respectively. They are eligible if they have completed 7 years of service and have acquired the eligibility qualifications of the next level, subject to vacancies for posts and subjects. The few remaining Shikshak cadre posts are also filled through promotions, or are converted to Adhyapak cadre or Samvida cadre posts. If a person has not been promoted, then in 12 years s/he is transferred to the next level in the same grade. One major issue in Madhya Pradesh is the non-availability of adequate growth

paths into teacher education and teacher leadership roles, except for being promoted to the next level of teacher or Headmaster.

1.3.7 Performance evaluation

Performance evaluation of Adhyapak Grade II teachers is done through a Confidential Report, which is prepared by the Principal HS, BEO and the Chief Executive Officer, Janpad Panchayat. Similarly, performance evaluation of Adhyapak Grade III is done by the BEO and the Chief Executive Officer, Janpad Panchayat. The broad parameters used for performance evaluation are: (a) regularity, (b) execution of roles and tasks assigned to the teacher and (c) participation in in-service trainings. Usually, the information is submitted by the teacher and is verified by the headmaster. This information is then collected from the school in order to prepare performance evaluation report. However, there are no continuous assessment criteria for evaluating teachers and during FGDs, teachers pointed out that there is a need for a transparent continuous performance evaluation of teachers.

1.3.8 Professional development

The State Government has a policy to support teachers who do not have the requisite professional qualifications. This is done by providing subsidy towards their education / training costs. The government has also recently announced that such teachers will (a) receive supporting fees and (b) be granted full pay leave to study and take their examinations. The rules are currently being formulated. According to the teachers during FGDs, in the last two-three years, opportunities for in-service orientation and support have come down and they do not have many opportunities for refresher courses and peer interaction.

1.3.9 Grievance redressal

Grievances of teachers are addressed through two channels: (a) administrative mechanism which includes online filing of complaints / grievance and (b) through the court of law. There have been efforts to streamline the resolution of grievances through online processes and grievance redressal camps in order to reduce the recourse to courts. Some common grievance related issues are recruitment and appointment; refusal of legitimate leave; promotion; and pay during strike periods.

1.4. Conclusions and emerging issues

Madhya Pradesh today has a complex system of 4 categories of teachers, each with 3 levels. It further gets complicated because more than one administrative office manages each type of teacher, for example:

1. Samvida Shala Shikshak and the Adhyapak Samvarg are managed either by the Zillah or Janpad Panchayat or the Nagariya Nikaya and the School education or the Tribal Welfare department. It depends on who manages the schools that they are posted in.
2. The School Education or the Tribal Welfare Department manages Shikshaks, which is the older cadre, as the case may be.
3. Atithi Shikshak is managed by the school management committee

Additionally, the work assigned to teachers and the entry qualifications are the same for all these categories and yet, they are all paid differently. Further, while some service conditions are common, there are others that are unique for each cadre. The Samvida Shala Shikshak is a kind of probationary or tenure cadre for a stipulated period. They are absorbed into the Adhyapak cadre on completion of the probation period. This remains a highly controversial issue in the state and many teachers and educationists believe that the salary differential is not justifiable. However, in the last few years there has been an attempt to bring the Adhyapak cadre at par with the old cadre and the 6th Pay Commission salaries. But there has been no attempt to revise the salaries of Samvida Shala Shikshak, as it was last revised in 2011.

Despite these attempts and huge recruitments drives, a large numbers of posts are still vacant. This could be because the starting salary of the SSS is not attractive and the cost of private pre-service teacher education is very high. What is of concern is that the actual number of primary school teachers in the government system has declined in 2014 from about 2,62,000 to about 2,30,000 despite large-scale recruitment. The attempt to localize the cadres has had both positive and negative fallouts. Although it has reduced the disturbance from frequent transfers and using transfers as a punishment, teachers feel that their mobility has become restricted and they have a sense of stagnation.

Even though there is fifty per cent reservation for women within all categories in recruitment to the Samvida Shala Shikshak, it has not translated into 50 percent women teachers. One reason could be that the earlier cadres did not have this reservation and even today, in the Adhyapak cadre, there is no reservation for women or for disabled, although there is reservation for SC, ST and OBC. Another matter of concern is the lack of growth and stagnation in the career of teachers. This is particularly true for primary teachers as there is no scope for a career path into teacher education and curriculum development. In-service training has also reduced drastically over the last few years. The position and autonomy of the teacher in Madhya Pradesh has been further undermined by the lack of academic support on the one hand and an increase in monitoring on the other.

Chapter 2

NOTE ON METHODOLOGY AND LIMITATIONS

2.1 Methodology

The methodology followed in MP is the same as the other states and it was developed jointly in consultation with NUEPA. At the state level, the following officials were interviewed:

1. Joint Directors, Additional Directors and Deputy Directors of different departments at the Directorate of Public Instruction;
2. The Coordinator of Teacher Training; and
3. Trade Union leaders of the Shikshak and Adhyapak Unions.

At the district level, the Joint Director and District Education Officer were interviewed. Focused Group Discussions were held with teachers of Adhyapak Samvarg, Lower Division and Upper Division teachers, women teachers from all categories, and Trade Union representatives from all categories.

2.2 Limitations of the study

The sequence of policy and orders are important as norms keep changing, but this sequence is not always easily available. While many latest official orders and documents are easily available on the education portal, many old documents are sometimes not available and there is a time lag in updating of information. For example, since 2007, the documents have become easily available. However, documents prior to 2007 are not available on portals, even though they are relevant. Similarly, some latest data, such as the status of number of teachers, is also not available online. Hence, documentary evidence was not available for all the issues and on some issues, the research team had to rely on the information given by the officials and teachers during the interviews and FGDs. Madhya Pradesh has a complex system and it was difficult to make sense of the information. A lot of information had to be crosschecked and yet, there are some gaps, which have been mentioned in the report.

The State Report Cards (DISE) for 2013-14 only become available during the course of the study and it highlights some important changes in enrolment. Private teachers constitute about 40 percent of the total teacher force. Since they do not fall under the purview of this study, it caused severe limitation on the findings. In this study, the role of Headmaster and teacher development has not been looked in much detail. Also, the study mainly focuses on elementary teachers. Finally, the team was not able to organize FGDs with SC and ST teachers. Due of the complexities of the teacher cadres, it is difficult to understand some of the issues and hence, some confusion may still be evident in the report.

Chapter 3

HISTORICAL CONTEXT

3.1 Introduction

The period from 1995 to 2005 saw rapid changes in education policy in Madhya Pradesh. Several projects and policy changes were initiated such as the internationally funded District Primary Education Program, (DPEP), the Education Guarantee Scheme (EGS) and the People's Education Act or Jan Shiksha Adhinyam, 2002. This was also the period when decentralization happened through the Panchayati Raj Act. During the same period, there was a vocal demand for universal elementary education and as a result, schools were opened in remote areas. However, in retrospect, one can argue that in order to achieve universal access, quality-related issues were undermined.

This period also witnessed the de-caderisation of regular teachers. From 1996, under the EGS programme, large numbers of local unqualified teachers were recruited by the local bodies and were given low salaries. In 2005, the state government revised this policy and a process of re-caderisation of teachers was introduced. This was done in response to increasing pressures from teachers' unions. However, the new system that was introduced retained some features of the contract teacher system under the EGS programme. Hence, the status of the teacher remains a highly contested issue in the state.

3.2 De-caderisation of teachers

The government teachers' cadre is perhaps the largest government cadre in any state. It used to be a district level cadre, which was instituted by the state government. The teacher, like any other government employee, was recruited on regular basis, along with opportunities for promotional avenues. There were very few chances of losing the job, as long as the teacher performed the job with modicum of regularity and moderate effectiveness. In-service professional development was minimal. Although the process of universalisation began in the 1980s, it only gathered steam decades later. Some important events that led to the de-caderisation of teachers in Madhya Pradesh are as follows:

First, the implementation of 5th Pay Commission (1996) placed a huge monetary burden on the government by way of substantially increased salaries. The salary bill across the country nearly doubled. This was the first pay commission that mandated application of Central Pay Commission norms on State Government employees as well. Thus, it gave huge monetary benefits to all state government employees including teachers, without mandating any review according to performance norms.

Second, given the lack of access to schools, the education system was also under a lot of pressure to expand and universalize, the costs of which at 5th Pay Commission salaries would be prohibitive. This was cited as one of the major reasons for decentralization and de-caderisation during this period.

Third, the promulgation of the 73rd and 74th Amendments to the Constitution of India in 1993 made the functioning of Panchayats and local bodies mandatory. The school education department in Madhya Pradesh was one of the first to be put in substantial control of the local bodies, which is evident even today in the recruitment processes. The management of the school system was handed over to the second tier of the Panchayati Raj System, the Janpad (block) Panchayat.

Consequently, the State Government responded to the above challenges by taking some key decisions:

1. Stop all recruitment of regular teachers (Shikshaks), who, in 1998, were declared a dying cadre. Instead, recruitment took place as follows:
 - a. Recruitment of Gurujis and Shiksha Karmis through the Janpad Panchayats;
 - b. During 1994–96, posts of Shiksha Karmis were advertised at Panchayat level and the list of candidates was sent to Janpad for final selection;
 - c. Salary of Shiksha Karmis was fixed at Rs. 500 per month and the appointment was for 10 months. An additional Rs. 100 per month was fixed for candidates who had a diploma in education;
 - d. Several schools were initiated through the EGS to provide immediate access. Gurujis were appointed at these schools. The Gurujis were paid at same level

as Shiksha Karmis and just like Shiksha Karmis Gurujis were also recruited locally.

- e. From 1997, the Shiksha Karmis were recruited for a 3-year probation period at a stretch and were given Dearness Allowance (DA) along with a basic pay.
 - f. In 2001, there was an order passed to absorb those who had completed the probation period satisfactorily into the regular cadre. Since then, there have been no recruitments into the Shiksha Karmi or Guruji cadre. The EGS schools have also been absorbed into the primary school system.
2. Recruitment of Samvida Shikshaks started in 2001 (under the Samvida Shala Niyoki Evam Seva ki Shartein 2001/2005 and 2002/2005).
 3. A new cadre called the Adhyapak Samvarg was formed after the D P Dube Committee report in 2007.

3.3 Teachers Unions and Regularization

Retirement of regular teachers led to many vacant posts. During the same time, Shiksha Karmi and Guruji started demanding for regularisation. There are 12 recognised unions in Madhya Pradesh and many of them represent different cadres of teachers. Prior to 2001, the teachers' unions in Madhya Pradesh were not united and as a result, their impact was limited. However, the agitation for regularisation of contract teachers led by the unions had a considerable impact. In 1998, some of the unions demanded for increase pay scales and regularisation of contract teachers. The Shiksha Karmi Union was formed in 1995 and its first major agitation for regularization was initiated in 1998-99. There were periodic struggles and till 2008, close to 38,000 Gurujis (EGS teachers) demanded regularisation. The last major agitation took place in 2013 and they demanded for equal pay for equal work. During that period, schools were closed for 12 days. Consequently, the government agreed to some demands and the pay scale of Adhyapaks were increased, along with a promise that they would be regularized in four years. An important contribution towards re-caderisation of teachers was the Dube Committee, which recommended to the government to rebuild the teaching cadre. Most of its recommendations were accepted and notified as the Adhyapak Samvarg cadre rules 2008.

3.4 Re-caderisation: Shiksha Karmi to Samvida Shikshak to Adhyapak

The Samvida Shikshak were recruited from 2001 onwards for a period of 3 years (instead of 10 months in case of Shiksha Karmis) with the possibility of extension of three years on successful completion of first three years. In 2001 and 2003, Samvida Shikshaks were recruited through local bodies. The State Professional Recruitment Board held the first recruitment test in 2008 and the first Teacher Eligibility Test was held in 2011.

The Adhyapak Samvarg cadre was created in 2008. This cadre was created by converting Samvida Shikshaks and Shiksha Karmis to regular teachers, albeit on a lower pay scale than regular teachers. Since then the government has created a provision under which all Samvida Shikshaks are promoted to the relevant level of Adhyapak Samvarg after successful completion of 3 years. As discussed earlier, after an interim relief, the Adhyapak Samvarg would get a regular pay scale from 2017.

It is also important to note that all EGS scheme Gurujis, who were eligible (under the NCTE mandated minimum requirement to become a teacher) were absorbed (as per the official order) as Samvida Shikshaks and thereafter, they may be promoted to the Adhyapak Samvarg.

Chapter 4

RECRUITMENT

At present, Madhya Pradesh has 3 cadres of teachers: the Samvida Shala Shikshak (SSS), the Adhyapak Samvarg and the Shikshak Samvarg. Apart from these three cadres, there is a provision to appoint guest teachers at the school level for short periods. The Shikshak cadre is the oldest cadre of teachers and is managed by the State government department of School Education. This is a district cadre and recruitment to this cadre was done at the district level. There has been no recruitment into this cadre since 1998. Direct recruitment is done only into the Samvida Shala Shikshak cadre. After working for three years as Samvida Shikshaks, they are absorbed into the Adhyapak cadre through a process. This chapter will look at the processes involved in recruiting Samvida Shala Shikshaks and their absorption into the Adhyapak cadre. The chapter also includes the criteria for selection for both cadres.

4.1 Recruitment norms of SSS and AS

The Samvida Shala Shikshak cadre is constituted of three levels – Grade III at the primary School level, Grade II or graduate teacher for middle school and secondary level and Grade I for higher secondary level.

Table 4.1: Recruitment norms for SSS and AS

Norm	Adhyapak samvarg	Samvida shala shikshak
Minimum age	21	18 (Grade III); 21 (Grades I & II)
Maximum age	35	35
Relaxation		<ul style="list-style-type: none"> • 10 years for women (+ 5 for widows and divorcees) • Guest teachers/part time vocational teachers, earlier Samvida who have not been taken into Adhyapak + 5 up to 15 years
Retirement age	62	Recruited on three-year contract for a fixed amount.
Education Qualifications		
<u>Grade III (Primary School teachers)</u>		
50% in Higher Secondary + 2 yrs. Diploma in Elementary Education OR 45% in Higher Secondary + 2 yrs. Diploma in Elementary Education, according to NCTE 2002 OR 50% in Higher Secondary + B. El. Ed. OR 50% in Higher Secondary with 2 yrs. Diploma in Special Education		

Grade II (Middle schoolteachers)	
Graduation in the concerned subject. Diploma in Elementary Education or any equivalent degree OR 50% marks in Bachelors' Degree in concerning subject + B. Ed OR Graduation with 45% marks, according to NCTE 2002 norms OR 50% marks along with Higher Secondary and B. El. Ed. OR 50% in higher secondary + 4 years Bachelors' degree (B.A., B.Ed./ B. Sc., B.Ed.) OR 50% in concerning graduation subject + B.Ed. in Special Education	
Grade I (Higher Secondary school teachers)	
Post-Graduation in relevant subject + B. Ed. or any equivalent Degree. Second preference:	
Relaxation: 5% less for SC/ST/OBC/and disabled in qualifying marks for the qualifying educational qualifications.	
Eligibility: Common Eligibility for all three Grades: Compulsory to pass Samvida Shala Shikshak Patrata Pariksha (TET) with qualifying marks as 60% for general category and 50% for SC/ST/OBC and disabled.	
Reservation	
<ul style="list-style-type: none"> • 50% reservation for women (within each category); • 6% for persons with disabilities (visually impaired 2%; hearing impaired 2% and physically disabled 2%-within each category); • SC/ST: As per the current rules of the State govt.; • 10% for ex-servicemen 	
Grade	Appointing authority
Grade III	Janpad Panchayat / Municipal Council or Corporation
Grade II	Zillah Panchayat /Municipal Council or Corporation

4.2 Recruitment process of SSS Cadre

First, a Cabinet decision is taken to fill vacant posts. The process then begins with the announcement of the Teachers Eligibility Test (TET) or Samvida Shikshak Patrata Pariksha, as it is called in Madhya Pradesh. The Professional Examination Board or Vyapam invites online applications from eligible candidates. The Eligibility Test is held subject-wise for SSS I and II and they have to give two examinations. The first is on the core subject areas to be taught in school and the second one is on pedagogy. For the SSS III, there is only one examination. After conducting the examination, the results are announced through merit lists (qualifying marks is 60 percent and above for general category and 50 percent and above for SC, ST, OBC, and disabled).

A committee set up under the Chairmanship of the District Collector who determines the number of vacancies. This is done as mandated by MP Panchayat Samvida Shala Shikshak (Niyojan Evam Samvida ki Shartein) Niyam, 2005. The committee also consists of members from the Panchayat/Municipal Corporation. This Committee announces the number of vacant posts for the Samvida Shikshaks for all three grades.

These estimates are calculated for each school based on their enrolment, as per Right to Education Act norms. These estimates are given to the School Education Department. After getting the required administrative sanctions by the Cabinet, advertisements are issued for the vacant posts. These are published online on the MP education portal and applications are invited for each vacancy. A person who has qualified in the TET exam is eligible to apply for maximum 3 posts according to their preference.

A merit list is drawn up for each post, candidates are invited to come for counselling, and they are expected to get all their certificates verified during counselling. This is quite a tedious multi step process. For example, the latest round took more than two years and despite the efforts, some categories have not yet been filled. The process described above was carried out for the first time in the last round of recruitment in 2012. There may be some changes in the next round of TET.

4.2.1 Teacher Eligibility Test

The government of Madhya Pradesh conducted MP TET for those candidates who aspire to become elementary and secondary teachers. The Professional Examination Board (Vyavsayik Pariksha Mandal or Vyapam) announces the dates and application criteria for the Teacher Eligibility Test (TET) and is responsible for conducting the test. There has been one TET in January-February 2012. Two rounds of recruitment and appointment, however, were completed in August 2014 only. The applications were invited online and apart from the Test, all other processes were held online. The online process has made the system transparent and efficient⁵. The next TET was scheduled for 2014, which may witness some changes in the process.

Figure 4.1: Recruitment process for Samvida Shikshak

1. Announcement of Teachers Eligibility Test
2. Online Applications for TET
3. Results of TET
4. District wise collation of school-wise vacant posts and advertisement at District level
5. Counseling at District level
6. Re-advertisement of still vacant posts in second round

⁵ <http://www.vyapam.nic.in>

The 2012 TET notification stated that all candidates who would appear for MP TET should have the requisite qualifications as stipulated by NCTE for eligibility in each grade. In addition, those who appeared in the final year of the qualifying examination were also eligible to give the TET exam. Results were declared on the online portal and advertisement for vacant posts was issued by the DPI. DPI also takes the responsibility of consolidating all the advertisements for the local bodies in order to avoid duplication of work.

4.2.2 Reservation policy for candidates

1. *Vertical Reservation* for SC/ST/OBC is done based on the population density of the particular group in the district.
2. *Horizontal Reservation:* Within each category (both unreserved and reserved) 50 percent posts are reserved for women. Similarly, 10 percent is reserved for ex-servicemen, 6 percent for persons with disability, 6 percent for visually impaired, and 2 percent each for hearing impaired, physically disabled and for any other category that the government may notify.
3. Candidates from some backward Scheduled tribes, certain extremely backward tribes from certain districts and blocks, for examples Sahariyas of the northern region, Baigas of the Mahakoshal region, and Bhariyas of Tamia Block can be appointed without going through the above process, as long as they meet the stipulated educational qualifications.

Table 4.2: Details of candidates who passed in 2012 TET

Cadre	No. of Application received	No. of application of D.Ed/B.Ed.	No. of candidates appeared for TET	Total pass candidates	Total no of Pass D.Ed/B.Ed.
SSS (Grade I)	142,475	67,045	1,34,465	15,538	9,730
SSS (Grade II)	389,938	1,51,629	3,57,042	40,353	21,969
SSS (Grade III)	13,03,003	79,861	12,21,489	4,64,685	36,481
Total	18,355,416	2,98,535	17,12,996	5,20,576	68,180

Table 4.3: Details of examination dates and results of 2012 TET

Cadre	Date of examination	Date of announced Result	Date of Revised Result
SSS (Grade I)	04-12-2011	21-01-2012	04-08-2012
SSS (Grade II)	19-02-2012	06-08-2012	--
SSS (Grade III)	22-01-2012	25-04-2012	04-08-2012

Although the advertisement for TET clearly states that only candidates who meet the required professional qualifications (i.e. B.Ed. and D.Ed.) can apply, it is evident from the above table that candidates without requisite qualifications were also allowed to appear for TET. For example, although only about 80,000 candidates were qualified to appear for Grade III examination, as Table 4.2 suggests, nearly 12,00,000 appeared for the exam. One could argue that the non-qualified candidates also include those who were in their final year. However, not only the number of supposed final year candidates is huge, it is unlikely that 4,65,000 candidates cleared the TET.

During the interviews, commenting on the above situation, an official shared, *“It was decided in 2011 to recruit Samvida Shikshaks. The RTE Act section 23 allowed for permission to be granted by the central government to recruit untrained [i.e., unqualified] teachers if trained [i.e., qualified] teachers were unavailable. The MP government applied for this permission to the central government and was granted permission to do so till March 31st 2013. On the basis of this permission, candidates without B.Ed. or D.Ed. degrees were allowed to sit for the TET exam in Jan-Feb 2012. However, subsequent processes of collating posts and inviting preferences from candidates were delayed due to logistical, political and legal reasons. The results of TET were only finalized by August 2012, the district-wise posts advertised in September 2012 and the appointment for the first round happened only by May 2013. The State Government asked for extension of permission beyond March 2013, for recruiting those without professional qualifications. This extension was not granted; large number of vacant posts of teachers continues to be vacant even after 2 rounds of recruitment.”*

Table 4.4: Vacant posts in each grade even after 2 rounds of recruitment

SSS	Subject	Post adv. in Round 1	Post filled Round 1	Post adv. Round 2	Post filled Round 2	Posts remaining vacant after two recruitment rounds				
						SC	ST	OBC	UR	Total
Grade II	Hindi	1,353	1,030	323	54	0	269	0	0	269
	English	5,303	1,226	4,076	225	699	1,138	464	1,551	3,852
	Math	4,855	1,167	3,684	152	590	1,768	0	1,178	3,536
	Science	2,668	1,663	1,003	23	0	982	0	0	982
Grade III		46,935	22,282	24,629	9,020	2,463	11,566	-	1,604	15,633
Total		61,114	27,368	33,715	9,474	3,752	15,723	464	4,333	24,272

4.2.3 Selection and merit lists

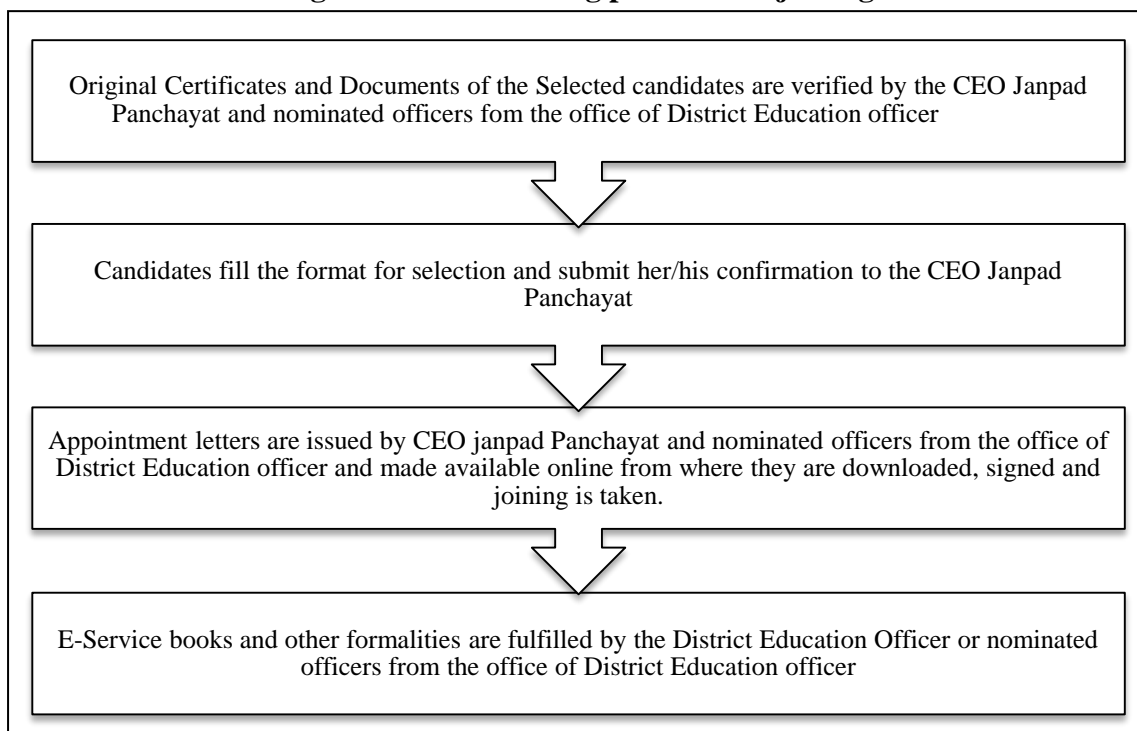
The results for each category were announced on the website and the education portal. Along with that, ranking on the merit list and marks obtained in TET were also shown. In the first round, only those who met the eligibility criteria were asked to enter their preferences in descending order. They were asked to opt for the Janpad or Municipal Corporation of their choice. Only TET exam marks were taken into account for making into the merit list. Each candidate could apply for as many local bodies in as many districts as they liked. Thereafter, each candidate had to get their qualification papers verified and were given a registration number. On the basis of this registration number, they were required to register their preferences for possible posts. A kiosk was set up for this purpose and candidates had to fill in order of priority for all the available posts in their Janpad or Municipal Corporation of their choice.

4.2.4 Appointment and joining

Once all the preferences were entered, a combined merit list was prepared in which the candidate was given their highest priority. The candidate was then required to join the school in which he/she has been appointed and they had to then inform the department that they have joined through the department website. An online list was generated after the completion of the entire recruitment process and each candidate received a copy of this list. The appointing authorities (CEO, Janpad Panchayat and Zillah Panchayat/Municipal Corporation) could download orders from the online portal and they had to sign these orders within 48 hours. The system ensured strict compliance with these rules and left no scope for non-performance. Finally, the verified allotment list of the candidates was declared online. This process took more than a year to complete in the first round and more than two years in the second round. The TET

exam merit list is valid two years, which has now lapsed. So, the next round of eligibility test will be done in 2015.

Figure 4.2: Counselling process and joining⁶



4.2.5 Recruitment on compassionate grounds

Recruitment on compassionate grounds is considered for a dependent family member⁷ of a government teacher in the event when such a person passes away or has to retire on medical grounds. This is done to relieve the family of the teacher concerned from financial destitution. The appointing authority may hold back up to 5 percent of vacancies in the aforesaid categories to be filled by direct recruitment through Staff Selection Commission or otherwise so as to fill such vacancies by appointment on compassionate grounds. A person selected for appointment on compassionate grounds is adjusted in the recruitment roster against the appropriate category i.e. SC/ST/OBC/General, depending upon the category to which he/she belongs. Appointments made on grounds of compassion are done in a manner that persons appointed to the post has the essential educational and technical qualifications

⁶ Latest order in this regard was issued by the School Education Department for SSS Grade III under the notification F-1-6/2013/20-1/Bhopal, dated May 16, 2013 (see Order attached in appendix)

⁷ Dependent Family member “means” (a) Spouse; or (b) son (including adopted son); or (c) daughter (including adopted daughter); or (d) brother or sister in the case of unmarried Government servant

and experience required for the post consistent with the requirement of maintenance of efficiency of administration⁸.

4.3 Constitution of and recruitment into the Adhyapak cadre

The Adhyapak Samvarg or cadre was created in 2007⁹ on the recommendations of the D P Dube Committee. The cadre consists of three levels of teachers, which are equivalent in qualifications to the SSS Grade I, II and III teachers. These levels include:

1. **SSS III** Sahayak Adhyapak primary school and middle school teacher;
2. **SSS II** Adhyapak middle school and secondary school teacher;
3. **SSS I** Varisht Adhyapak higher secondary school lecturer.

Teachers in this cadre are not directly recruited. Fifty per cent of the posts are filled by Samvida Shikshaks of the corresponding level after they have completed 3 years of service and have fulfilled the following criteria, known as Vastuparak or objective Moolyankan:

1. The class(es) taught by the SSS must attain the following results in the examinations – 50 percent pass for classes 1 to 5; 40 percent pass for classes 6 to 8 and 30 percent pass for classes 9 to 12;
2. They should have the requisite professional qualifications (i.e. D.Ed. or B.Ed.) for the relevant grade;
3. They should have completed 3 years of service without any disciplinary action or leave without pay.

4.3.1 Recruitment process

There is a Review or Chhaan-Been Samiti that comprises of CEO Zillah Panchayat (Chairperson), CEO Janpad Panchayat and an officer from the SC/ST category with DEO or Joint Commissioner Tribal Welfare (for Tribal Welfare Department schools) as the secretary. The Chhaan-Been Samiti goes through the form of each applicant with the above information and if the information is verified, the committee proposes the name of the candidate for absorption into the appropriate level of the Adhyapak cadre.

⁸ In SSS recruitment on compassionate grounds will be exempted from taking the eligibility test. All other rules for regular SSS teachers will be made applicable to recruited teacher on basis of Compassion

⁹ Vide order Madhya Pradesh Panchayat Adhyapak Samvarg (Niyojan Evam Seva ki Shartein) Rules and Madhya Pradesh urban local body Adhyapak Samvarg (Niyojan Evam Seva ki Shartein) Rules 2008 dated. 17th September 2008

Initially, when the cadre was constituted, there was a provision for a two-year probation during which the teachers would undergo in-service teacher training. After successfully completing the course, they would get their confirmation. However, this provision was never implemented. If a Samvida Shikshak fails to acquire the requisite professional qualifications in the first three years, s/he was given an extension of 3 years as SSS. If, however, a disciplinary action is found against the teacher or if their results are not of requisite quality, then they are neither absorbed in the Adhyapak Samvarg nor they are given an extension in the SSS Samvarg. In case there is a pending case of disciplinary action without a verdict, they are given an extension and if cleared, are appointed in the Adhyapak Samvarg.

The rest fifty per cent of the Adhyapak and Varisht Adhyapak posts are filled through promotion of Sahayak Adhyapak and Adhyapak respectively into the next level after completing 7 years of service. The candidates must possess the eligibility conditions of the Adhyapak Varg and the Varisht Adhyapak Varg, which is graduation / post-graduation degree and B.Ed. There is a 5 percent relaxation in the age requirement for the ST, SC, OBC and Disabled categories. This will be dealt in more detail in the promotion chapter.

4.3.2 Reservations

Reservations for SC, ST and OBC are done as per the Reservations Act of the State and Gazette Notification no. F-6-1-2002 dated 19.9.2002. There are no separate reservations for women, persons with disability or other categories.

4.4 Recruitment of Atithi Shikshak

Atithi or guest teachers can be appointed on a per day basis and are funded by the state government. The criteria for appointing Atithi Shikshaks are as follows:

1. If there is vacancy either in a subject or if the number of teachers posted in a school is inadequate;
2. If a teacher of a school is absent or on leave for more than 7 days;
3. If a teacher is on maternity or paternity leave or has gone for D.Ed. or B.Ed. training.

A panel of qualified and appropriate Atithi Shikshaks candidates is prepared by:

1. Giving an advertisement in state newspapers;
2. Candidates apply to the Headmaster of the schools. Local level candidates are also encouraged to apply through a notice on the school notice board.
3. The school head and the Parent Teacher Association prepare a panel according to the order of merit for particular subjects for the middle and high schools and in general for primary schools.
4. Whenever there is a vacancy for a short period, someone from the panel is appointed.
5. The panel is valid only for the period of an academic year¹⁰.

4.5 Conclusion and issues

The whole process of recruitment of contract teachers (Samvida Shala Shikshak) and the new cadre of regular teachers (Adhyapak Samvarg) is quite complicated. While the School Education Department and the Tribal Welfare Department manage the recruitment process, the actual appointment is made to a school by the local body and the cadre is maintained within the local body.

It is ironic that one round of recruitment of contract teachers based on TET took almost 2 years and yet, there were 50,000 vacancies. That is because close to 24,000 advertised posts were not filled and there was a further reduction of 25,000 teachers between April and August. The main reasons for the gap seem to be (a) non availability of trained teachers in general and of only a small proportion could clear the TET; and (b) SSS grade II and I were tested for subject knowledge and appropriate candidates were not available for English, Mathematics and Science. Candidates for the above subjects were in short supply even in the general category (and not SC/ST only). It is also noteworthy that the large difference between April and August figures point perhaps to the fact that those who join the teaching profession also leave if they get better opportunities.

On the positive note, the online process has made the recruitment quite transparent and the teachers are happy with it.

¹⁰ Vide Vidya/S/15/2010/779 dated 1.08.2010

Chapter 5

TRANSFER AND DEPLOYMENT

Teacher cadres have been decentralized to the district, Janpad and Local Body levels. The appointment is made to a school and transfers are generally discouraged for teachers serving at a particular level in a particular cadre. On appointment or promotion to the next level, teachers have to move as the vacant posts are usually in another school. In the Samvida Shala Shikshak cadre, no transfer of any sort is allowed. Only Adhyapak or Shikshaks can be transferred. Each of these cadres has a separate transfer policy, which is discussed in this chapter.

Teachers are transferred on either request or on administrative grounds. Administrative transfers for the regular cadre are usually done for rationalization of posts from teacher-surplus institutions to teacher-scarce institutions. This is allowed from urban to rural areas but not the other way around. General Administrative department of Madhya Pradesh Government issues all rules with respect to teacher transfers¹¹. Equally significant is that the rules for the general government employees are applicable to all levels of the Shikshak cadre.

5.1 Transfer policy for Adhyapak Samvarg

The transfer policy for the Adhyapak Samvarg has changed over the years. Outlined below are the policies for 2008 and 2014.

5.1.1 *Terms and conditions for voluntary transfer under Adhyapak Samvarg 2008*¹²

1. This transfer policy was applicable to transfers within a local body whether rural or urban.
2. Firstly, information regarding cadre-wise and subject-wise vacancy of posts in various schools was made available on the notice boards of Office of the Collector, Zillah Panchayat office, Janpad Panchayat office, Zillah Education

¹¹ The current transfer policy in operation in the state is the State and District Level Officers/Employees Transfer Policy 2012-13 Serial Number F 6-2/2012/One/9 Dated 1, May 2012 (see appendix for Order)

¹² Transfer Policy under District and Janpad Panchayat for Adhyapak Samvarg Cadre on request basis is issued in Order - M.P. Government, School Serial No. F-1-75/2008/20-1, dated 28-06-2008.

Magisterial office and Assistant Commissioner; Tribal Development/ District Coordinator; Tribal Welfare. This information was then uploaded on the website of School Education Department, Tribal and Schedule Caste Welfare Department and Sarva Shiksha Abhiyaan. This process was completed by July 5, 2008.

3. All applications were allowed to send their requests by July 18, 2008.
4. Posts that have been left vacant after the first round were advertised by July 25, 2008 and the information regarding this was sent to the Zillah Education Magisterial office and Assistant Commissioner, Tribal Development/ District Coordinator, Rajya Shiksha Kendra/Commissioner, Directorate Public Instruction/Commissioner, Tribal welfare by July 28, 2008.

Following categories were given priority under this transfer policy:

1. Any person (or spouse) suffering from cancer, brain tumour, open-heart surgery, by-pass surgery, paralysis or kidney transplant;
2. Persons with more than 40 percent disability;
3. If both husband and wife were in government service or Sthaniya Nikaya, they could be transferred to the same location;
4. Women who were widowed or divorced;
5. Other categories of women;
6. Other categories of men

In case of more than one application were received for the same post, priority was given to the applicant with seniority in the particular cadre.

Transfer policy was only applicable for those Shiksha Karmis'/Samvida Shala Shikshaks' who have been absorbed/appointed into the Adhyapak Samvarg and all transfers had to be completed by 25th July 2008.

Finally, the order also stated that transfer orders would be issued by the CEO of Janpad Panchayat for Sahayak Adhyapak and CEO Zillah Panchayat for Adhyapak and Varisht

Adhyapak. In case of any dispute, the transferred teacher could complain to the District collector.

5.1.2 Current transfer policy 2014 for Adhyapak Samvarg¹³

This transfer policy was made to streamline **inter district** transfers and make them more transparent. This policy is applicable only for rural cadre to inter local body and inter district transfers.

Eligibility: Only women and person with 40 percent disability are eligible for transfer under this policy. Other than these two categories, mutual transfers are also allowed.

Conditions of transfer: Transfers are allowed if there is availability of posts in a particular school at that level. For mutual transfers, it can only be done for the same level of teacher and for Varg 1 and 2, only for the same subject.

Process of transfer

1. The information regarding vacant posts after the recruitment of Samvida Shala Shikshaks is displayed online. This is done for all three levels (Varg 1,2, 3 and subject wise) on the education portal and in all relevant offices of the district.
2. The candidate interested in transfer has to apply online with the necessary documents. These documents include:
 - a. A no-objection certificate (NOC) from the head of institution (school);
 - b. If recruited under the disabled quota, a copy of the document regarding recruitment,
 - c. A copy of the absorption or samviliyan into the Adhyapak cadre.
3. The priority for transfers under the 2014 policy is the same as the 2008 policy.
4. The competent authorities for inter district transfers are Commissioner Public Instructions for School Education Department and Commissioner Tribal Welfare for Tribal Welfare Department. For transfers within the district but from one

¹³ F1-36/2014/20-1 dated. Sept. 22 2014

local body to another the competent authority for permission is the collector but on the recommendation of the Prabhari Mantri.

5. In inter-body transfer, the seniority of the transferred person is at the lowest level at that point.

5.2 Transfer Policy for Shikshak Cadre 2012¹⁴

The Shikshak or regular cadre is governed by the transfer rules of the state government employees 2012. Transfers are open only between 1st May and 15th June of every year. However, there are some exceptions for which transfers are allowed during the year. These include promotions and filling of posts and rationalization.

There are basically two types of transfers for Shikshak Cadre, administrative and voluntary. Going further, administrative transfers are done for rationalization and for punishment. In the Shikshak cadre, any teacher can be transferred within the district if there is a shortage, particularly from urban to rural areas. Transfers from rural to urban areas are usually not allowed. Under normal circumstances, disabled persons are not transferred.

Voluntary transfers are done either on compassionate grounds or mutual transfers. In voluntary transfers on compassionate grounds, priority is granted to women, widows, divorcees, ill persons, disabled etc. (same as the priority list for Adhyapak Samvarg). These transfers are done against vacant posts.

Inter district transfers are usually on mutual basis. All expenses for voluntary transfers have to borne by the candidates. This is because the Shikshak cadre is a district cadre and anyone wanting to change his/her district has to bear the expenses incurred. The DEO issues the transfer order of the Shikshak cadre for the intra district and the Commissioner Public Instruction issues it for the inter district transfers.

¹⁴ F 6-2/2012/F/9 dated 1-5-2012

Table 5.1: An Overview of Transfer Norms

Norms	Adhyapak samvarg	Samvida shala shikshak	Regular teachers
Timing of transfers	There does not seem to be any date for transfers in the new 2014 policy In 2008, when decision regarding Adhyapak Samvarg transfer was taken – transfers were opened in July 2008.		Open only between 1 st May and 15 th June every year.
Priority List	On request Transfers: <i>Variyata Kram</i> -Priority List 1. Any Person (or Spouse) suffering from cancer, brain tumour, open-heart surgery, by-pass surgery, paralysis or kidney transplant 2. Persons with Disability with more than 40% disability. 3. If both husband and wife are in government service/ <i>sthaniya nikaya</i> be transferred to the same location 4. Women who are widowed or Divorced 5. Other categories of women 6. Other categories of men	<ul style="list-style-type: none"> No transfers allowed. 	<ul style="list-style-type: none"> Administrative transfers for rationalization Mutual transfers – certified and NOC given by head of institution where posted For husband and wife wanting posting together in one institution can apply to DEO and can be posted where there are posts vacant. Priority for voluntary transfer is same as in Adhyapak Samvarg.
Competent Authority	<ul style="list-style-type: none"> All matters related to Transfer and Deployment at Inter District level are dealt by Commissioner of Public Instruction or Commissioner Tribal Welfare depending on management of the Institution and for Intra District level between one local body and another - by the Collector For within the local body: Varisht Adhyapak (Grade I) it is the CEO, Zillah Panchayat For Adhyapak & Sahayak Adhyapak (Grades II & III)- the CEO Zillah Panchayats 	<ul style="list-style-type: none"> There are no transfers for Samvida Shala Shikshaks 	
Upper limit for Transfer	In a situation where one position has two eligible applications for Transfer then preference will be given on priority basis		

5.3 Teacher Deployment

Deployment of teachers is usually done at the time of appointments, transfers and promotions. Appointments to both Samvida and Adhyapak Samvarg are done by local bodies and to a particular school. They are generally not transferable but can be transferred if there are vacancies. The Shikshak or regular cadre is transferrable and Atithi or guest teachers are provided at the local levels on short-term appointments. While the process of deployment through appointments and transfers has already been discussed, deployment on promotion is discussed in the following chapter.

5.4 Issues surrounding transfer and deployment

Notwithstanding the fact that transfers are severely restricted and that appointment are made to particular schools, there are still large numbers of schools where there is adverse teacher student ratio. Additionally, there are also large numbers of single teacher schools in Madhya Pradesh. Although the state has introduced the policy on transfer for rationalization, particularly for rural schools, due to overall shortage of teachers, this has not been possible. Further, given that a newly recruited teacher can join a place of his or her choice, many schools in remote and relatively inaccessible areas are still without teachers.

5.5 Teachers' Voices

Discussion with teachers in one district and with teacher union leaders in the state brought out a few issues. First, teachers feel that transfers policies could include provision for within-district transfers every 5 to 6 years. This, they believe, will give both the teacher and the student a chance to renew perspectives, will generate a feeling of something new to look forward to and will, thereby, create better learning opportunities.

Second, many teachers expressed concern over the distance that they have to travel (from home to school) when they are posted in rural areas. They believe that residential accommodation in rural areas would be helpful. Availability of accommodation in rural schools would also enable the government to transfer teachers from urban to rural areas.

Third, teachers feel that there are no state policies or regulations that specifies the number of years after which a regular teacher can be transferred and most transfers in the state are done on voluntary basis. Earlier, there used to be a policy whereby teachers were transferred after a number of years. But the new set of policies and guidelines does not make any such provision.

Chapter 6

SALARIES, NON-SALARY BENEFITS, SERVICE AND WORKING CONDITIONS

As discussed in earlier chapters, the situation of teachers in Madhya Pradesh is complex and this complexity is also reflected in salaries and non-salary benefits of teachers. This chapter attempts to capture the salaries and working conditions of the different categories of teachers and the discrepancies therein.

There was a massive teacher union agitation between December 2012 and February 2013. This was led by leaders of the Adhyapak Samvarg and Samvida Shala Shikshak unions under the banner of “*Saman Karya, Saman Vetan*”, which means equal pay for equal work. This prolonged strike led to major victories for the teachers. As a result of the strike, the pay scales of the Adhyapak Samvarg were revised substantially in February 2013. In April of the same year, there was an announcement by the Chief Minister that the Adhyapak Samvarg would be brought on par with the old regular teachers’ cadre. This order was executed in September 2013¹⁵. In an order dated September 4, 2013, the Urban Administration and Development Department stated that the salary grades of Adhyapak Samvarg would be made at par with the regular Shikshak Samvarg by September 2017, through a process of annual interim relief.

The chapter will explore the pay scales, allowances, non-salary benefits, retirement benefits, leaves and other related service conditions for teachers of Elementary and Secondary schools.

¹⁵School Education department F-4-113/2013/18-1 dated. 4th September 2013

6.1 Pay scales

6.1.1 Regular teachers

Table 6.1: Current salary for regular teachers – the Shikshak Samvarg

Cadre	Salary band	Grade pay
LDT	5200-20200	2400
Head Master Primary	9300-34800	3200
UDT	9300-34800	3200
Head Master Middle	9300-34800	3600

6.1.2 Adhyapak Samvarg

The Adhyapak Samvarg was constituted in 2008 and since then it has undergone 2 major grade changes. In 2008, the scale of pay of the Adhyapak cadre teachers was as follows¹⁶:

Table 6.2: Salaries for Adhyapak Samvarg in 2008

Cadre	Pay scale	Annual increment
Sahayak Adhyapak	Rs. 3,000-100-5,000	Rs. 100
Adhyapak	Rs. 4,000-125-6,500	Rs. 125
Varisht Adhyapak	Rs.5,000-175-8,500	Rs. 175

In February 2013, all Adhyapak Samvarg teachers (Varisht Adhyapak, Adhyapak and Sahayak Adhyapak) came under the revised Salary band and salaries issued by the Panchayats and Rural Development Department on February 21, 2013 are as follows:

Table 6.3: Salaries for Adhyapak Samvarg as revised in 2013¹⁷

Cadre	Pay scale	Annual increment
Sahayak Adhyapak	Rs. 4500-100-25000	Rs. 1250
Adhyapak	Rs. 4500-125-25000	Rs. 1600
Varisht Adhyapak	Rs. 4500-175-25000	Rs. 1900

New pay scale was instituted in February 2013 where the placement in the new pay scale was 1.62 times the original placement level viz. if a person was at 4500 then s/he would be placed at a basic of INR 7,290/- in addition the grade pay and 100% (now 107%) DA will be added to calculate the gross salary.

In September 2013, the state government took a decision to converge the salaries of the Shikshak (regular teachers) and Adhyapak cadres through a monthly interim relief

¹⁶ 39-1692-08-eighteen-3 dated 17th September 2008

¹⁷ F-1-3-/2013/22/pg2 dated. 21.2.2013

amount for 4 years. The difference amount to be given to Sahayak Adhyapak, Adhyapak and Varisht Adhyapak would be as follows¹⁸:

Table 6.4: Convergence of Adhyapak and Shikshak Samvarg

Cadre	Duration of Service	Total Difference	Per month difference amount
Sahayak Adhyapak	Up to 2 years	2,800	700
	Three to five years	3,200	800
	Six to eight years	4,000	1,000
Adhyapak	Up to 2 years	8,200	2,050
	Three to five years	9,000	2,250
	Six to eight years	10,400	2,600
Varisht Adhyapak	Up to 2 years	5,400	1,350
	Three to five years	6,200	1,550
	Six to eight years	7,000	1,750

By September 2017, salaries of all the three levels of the Adhyapak Samvarg would become equivalent to the salaries given to Shikshak Samvarg grade. The new revised salary for all three levels is given in Table 6.5.

Table 6.5: Salaries for Adhyapak Samvarg by 2017

Level of Adhyapak	Salary Band	Grade Pay
Sahayak Adhyapak	5,200-20,200	2,400
Adhyapak	9,300-34,800	3,200
Varisht Adhyapak	9,000-34,800	3,600

6.1.3 Samvida Shala Shikshak

The Samvida Shala Shikshak cadre was created in 2005. The Samvida Shikshaks were recruited for a period of 3 years on a fixed salary¹⁹. Their salaries were revised in 2011 (see Table 6.6) but the contract period remained the same. The salary is fixed for entire three-year duration.

¹⁸ School Education Department F-4-113/2013/18-1 dated. 4th September 2013

¹⁹ Nagariya Nikaya notification no.F-4-76-05-eighteen-1 dated. 6.05.2005

Table 6.6: Revised salary for Samvida Shala Shikshak²⁰

Cadre	Salary (Before 2011) in Rs	Salary (After 2011) in Rs
SSS Grade I	4,500	9000
SSS Grade II	3,500	7000
SSS Grade III	2,500	5000

6.1.4 Guest faculty

Guest faculty appointed in primary schools get INR 100/- per day while those appointed in middle schools receive INR 150/-.

6.1.5 Comparative chart of salaries of different teachers

Table 6.7: A comparative chart of salaries of primary and middle school teachers²¹

Cadre	Primary school teacher				Middle school teacher			
	LDT	Sahayak Adhyapak	SSS grade III	Atithi Shikshak	UDT	Adhyapak	SSS grade II	Atithi Shikshak
Salaries	5,200- 20,200+2400 (grade pay) + 100% D.A on basic + grade pay	4,500-25,000+ 1250 (grade pay) +100% D.A on {(Basic * 1.62) + Grade Pay}	5000	100 (per day)	9,300- 34,800+3200 (grade pay)+ 100% D.A on basic + grade pay	4500-25,000+ 1600 (grade pay) 100% D.A on {(Basic * 1.62) + Grade Pay}	7000	150 (per day)

6.2 Allowances

6.2.1 Dearness allowance

Dearness Allowance is linked to the inflation index and is given to regular teachers (both Shikshak and Adhyapak Samvarg) whenever the government announces it for all government employees. Till August 2014, in addition to their gross pay, Dearness Allowance was fixed at 100 percent for LDT and UDT. In September 2017, the State Government hiked the DA by 7 percent and currently it is 107 percent.

²⁰ School education department F-1-31/2011/20-1 dated. 27.07.2011

²¹ See Source: Government Orders F 1-32-2010-twenty-1 Dated August 3, 2012; Order no: Serial no. F 1-3/2013/22/p-2 Dated: February 21, 2013; Academic /S/15/2010/779 Dated August 1, 2010, F-1-31/2011/20-1 Dated September 3, 2011

6.2.2 Increments

The Shikshak and Adhyapak Samvarg are eligible for annual increments, though it is different for both cadres. The increment is given unless it is stopped for disciplinary reasons. Adhyapak Samvarg gets an increment of Rs. 100, 125 and Rs. 175 for Sahayak Adhyapak, Adhyapak and Varisht Adhyapak, respectively. The Shikshak Samvarg gets 3 percent increment on Basic + grade pay. In addition, the Adhyapak and Shikshak cadres get 2 advance increments for family planning operations, one after one child and the second after two children. The Samvida Samvarg is on a fixed salary for the period of 3 years. If the period is extended for another 3 years, then a onetime 15 percent increase is given for the next period of 3 years.

6.2.3 Other allowances

Travel allowances are given when teachers are sent on training or on any official tours. There is a provision for loan and for medical insurance for the Shikshaks and the Adhyapaks. The government has created a new pension scheme for all Adhyapaks and they are also eligible for gratuity. The Samvida Shikshaks are not eligible for any allowances except for official travel allowance. Guest teachers are not required to travel and therefore the question of travel allowance does not arise.

6.3 Leave and other non-salary benefits

6.3.1 Leave for Adhyapak Samvarg and Shikshak Samvarg

Since teachers get summer and other vacations, they are not entitled to earned leave except in cases where they have worked during the vacations. In addition, the teachers work six-day a week, while other state government employees get two Saturdays off every month. With the implementation of the RTE, the teachers' hours of work have also increased. Following are the various kinds of leave given to teachers in Madhya Pradesh:

1. Approximately 60 days of vacations of schools. This includes summer, autumn and winter breaks (as per academic calendar but not as per rule). However, as various training programs are held during the vacation period, the total number of vacation days are less than 60.

2. 13 days casual leave every year;
3. All Sundays and state gazetted holidays (no Saturday off);
4. Three optional leaves
5. 180 of maternity leave for two children and paternity leave of 15 days each for two children.

6.3.2 Leave for Samvida Shala Shikshak

The SSS cadres get 13 days casual leave and 3 optional holidays. Female Samvida Shala Shikshaks are entitled to 180 days of maternity leave and men are entitled to 15 days of paternity leave. The Samvida Shikshak is required to attain professional qualifications during the extended Samvida period. If s/he gets admission in a regular course, then they are entitled to leave with pay for the whole period and if admission is taken in the distance mode, s/he is eligible for leave to appear for exam. The cost of the course has to be borne by the candidate.

6.4 Retirement benefits

Adhyapakas who have been recruited after 2011 are not eligible for pension but are eligible for contributory pension fund. Under this scheme, teachers contribute 10 percent of their basic pay and the government contributes 10 percent. After retirement, they receive a fixed amount that is based on the amount deposited in the fund. This is more like a provident fund rather than Pension. But, it is not clear whether the amount will be given as a monthly pension after retirement or if it will be given as a lump sum amount. According to a newspaper, it will be a lump sum amount. However, it could not be confirmed. Shikshak Samvarg, on the other hand, will continue to get the regular pension as per the rules of the regular government employees. The Samvida Shala Shikshaks are not eligible for any pension as it is short-term contractual arrangement.

6.5 Working conditions of teachers

Most government schools in Madhya Pradesh have poor infrastructure and poor teacher student ratios.

Pupil Teacher Ratio²²: While PTRs are shown to be declining in the DISE, there has been a decline in the number of teachers (regular + contract) and overall enrolments in Madhya Pradesh. Despite this trend, the number of government schools with PTRs greater than what has been stipulated by the RTE (i.e. 30 for Primary and 35 for middle schools) is substantial. In addition, teachers are also responsible for other duties and are often sent for training during the school year, which leaves fewer teachers in school.

Table 6.8: Pupil Teacher Ratios

Year	Districts where PTR is above 30	% All Schools with PTR > 30, Primary	% All Schools with PTR > 35, Upper Primary	% Govt. schools with PTR > 30, Primary	% Govt. schools with PTR > 35, upper primary
2012-13	29	44.25	42.06	47.79	52.24
2013-14	23	34.88	31.17	39.19	48.39

Toilets for women: According to the DISE data, 92.81 percent schools (92.72 primary and 98.22 upper primary) have women only toilets. However, there is still a huge gap between availability of toilets and their usability.

Drinking water: Similarly, while 96.2 percent of schools (95.9 primary and 99.5 upper primary) have access to drinking water, it is not clear how many of them actually provide safe water.

Electricity: There is a huge gap between primary schools that are attached to upper primary and standalone primary schools. Only 10.4 percent primary only school have electricity while 80.2 percent of those attached to upper primary schools have electricity. This may be an indicator that primary only schools are mainly located in remote areas and/ or in interior villages.

6.6 Conclusion and issues

As evident from the above discussion, there are major differences in salaries of teachers with the same qualifications and teaching at the same level. For the elementary school teacher it ranges from Rs. 2,500 (for a guest teacher working for 25 days a month) to Rs.5,000 a month (SSS III) to about Rs.15,000 for a Sahayak Adhyapak and anything from Rs. 35,000 to 45,000 for a Sahayak Shikshak or LDT. While the Adhyapak cadre is moving towards convergence with the Shikshak, it is not clear whether, by the time

²² Analytical tables 2012-13 and 13-14

the convergence takes place in 2017, the impending 7th Pay Commission would again create a gap. The pay scales of the SSS cadre (which is the cadre into which fresh recruitment takes places) need drastic revision in order to bring them in line with other cadres. This is important in the light of the experience of administrators and headmasters who shared that young people are reluctant to join the profession on such a low salary, which is even lower than the minimum wage stipulated for unskilled workers.

Chapter 7

DUTIES AND DAY-TO-DAY MANAGEMENT

Teachers are the mainstay of school education. Apart from teaching, they play a crucial role in the management of the school and involve parents and community in the running of the school. Many elementary schools do not have headmasters and hence, the senior teacher has to do the headmaster’s job as well.

Table 7.1: Duties of primary and middle school teachers, as per RtE Act

	Norm	Elementary	Middle
Working days and hours	Total working days in a year	200 days	220 days
	Instructional hours for students and teachers	800 hours	1000 hours
	Other activities – extra-curricular, examinations etc.	In addition to above	
	Working hours for teachers per week including preparation	45 hours	
Roles and responsibilities of school teachers	Teaching responsibility: Completing the syllabus	Syllabus is divided into quarters at the State level. Teacher is supposed to complete relevant chapters in given time, irrespective of pace and regularity of children or other duties that the teacher may have been given.	
	Assessment responsibilities	According to RtE, it is the teachers’ responsibility to do continuous assessment and keep its records but MP rules have incorporated quarterly six-monthly and annual examination. In addition, there is external exam twice a year called Pratibha Parv. The teacher has to do all this as well	
Other responsibilities	Parent-and community interaction	Ensuring admission and attendance. Tracking irregular students, visiting their homes, bringing up agenda in SMC meeting. Support in organizing parent meetings. All assessments to be communicated to parents.	
	Mid-Day meals	Earlier it was the teachers’ responsibility to get the Mid-Day meal prepared and provide to the children. Following criticism on the amount of time spent on this, this duty was given to the SHGs and teachers only check for the quality of food served and provide the attendance list of students	

7.1 Duties of teachers²³

Roles and responsibilities of Lower and Upper Division Teachers: According to the job charts available with the government, the teachers are expected to be a model for students and maintain dignity in the classroom. They are expected to perform all

²³ Source: Respective job charts

academic and non-academic roles as directed by the headmaster. They are expected to teach the allocated subject, work according to the timetable and maintain the attendance register and other records that may be required. They are expected to maintain a daily-diary and are also responsible for maintaining discipline in the class. They are expected to support the headmaster in maintaining discipline in school. The teachers who teach classes VI to X are expected to give homework and check the work of the children, teach all units of the textbook and conduct monthly, quarterly and annual tests on time.

In addition, they have to make progress cards for each child and share the same with the parents. They also have to assist the Headmaster in community participation activities, celebrate national holidays and festivals.

Since lower division teachers are not expected to teach higher classes, they have to participate in school enrolment drives.

7.2 Non-teaching tasks within the school

Elementary and secondary school teachers have both instructional and teaching as well as non-instructional or nonteaching duties. They have to assist the headmaster in the day-to-day running and management of the school. In case there is no headmaster, then the teachers have to do the tasks themselves. The details on various tasks of the headmaster are given in the next chapter. In the absence of a headmaster, a senior teacher has to perform all the functions along with their own teaching tasks.

Other tasks include Continuous and Comprehensive Evaluation (CCE) and related record keeping. In addition, the teachers are also expected to develop school plans and participate in SMC meetings. One aspect where their responsibilities of teachers have reduced is the management of mid-day meals, as the job has been given to the Panchayats and SHGs. Despite that, teachers opined that their non-teaching duties have gone up considerably.

Apart from the school related work, a teacher is also deployed for a number of village and district level tasks for the government, particularly data collection and registration. Since non-teaching tasks take away quality teaching time from teachers, the Right to Education Act (clause 27) clearly restricts non-teaching deployment of duties outside the schools for elections, census and disaster management support only with permission

of the Education Department. However, during FGDs, teachers mentioned that they are given other duties as well and without any permission from the Education Department. Also important to note is that Madhya Pradesh rules for the Right to Education Act, clause 12. 7 (ga) gives SMCs the power to monitor that teachers are not associated with any other non-teaching task apart from those mentioned above.

Conversely, according to a state level official, teachers are required to do other non-teaching tasks (such as caste certificate, opening bank accounts for children or related work in other departments), with the approval of the Commissioner CPI and the Government. This is a part of the Jan Shiksha Adhinyam. This visibly shows that teachers are still given many non-teaching tasks despite provisions in the RTE Act.

7.3 Conclusion and issues

Most government primary schools have 2-3 teachers and they have to manage both teaching and non-teaching tasks for the school. They are also given some duties outside the schools. Unfortunately, even the Continuous and Comprehensive Evaluation scheme (a desirable academic initiative) is interpreted as administrative work. During the discussions, teachers expressed their difficulty in completing the syllabus, doing the CCE and communicating students' achievement to the community, which is a procedure suggested in the Right to Education Act. They also said that shortage of teachers and delay in appointment further exacerbates the workload of teachers.

While the Right to Education Act categorically prohibits teachers from being deployed for any non-teaching tasks apart from election duties, census and disaster management, at present there are instructions from the Education Department that teachers should not be deployed for non-teaching tasks without permission from the department. In practice, however, teachers are deployed without any permission from the Department.

The teachers also pointed out that there are a large number of schools with PTR greater than the RTE norm (more than 40 percent of elementary schools). There are large numbers of single teacher schools (14357 primary schools and 4940 upper primary schools) and the total number has increased to 18542 (2012-13) from 17941 (2010-11). Teachers also said that dependency on Guest teachers is increasing and there is absolutely no accountability system.

Chapter 8

ONSITE SUPERVISION AND SUPPORT, PROFESSIONAL DEVELOPMENT, CAREER PROGRESSION AND PERFORMANCE EVALUATION

Teachers are the most significant and crucial resource in a school and thus vital to raising educational standards. To build a promising career path with effective support and supervision for them can lead to substantial gains in student learning. We have seen in earlier chapters that apart from qualifications at the time of recruitment, there is not much that equips a teacher to meet the challenges of teaching a highly diverse group of children, in terms of socio-economic backgrounds, abilities, personalities and different age groups. This chapter looks into the systems of supervision, support and professional development during service and discusses whether it supports a teacher in this challenging task.

Madhya Pradesh launched a comprehensive quality monitoring initiative, known as Pratibha Parv in 2011- 2012, which assesses the academic performance of students, schools, teachers and districts. In addition, the government also piloted a project for developing the School Quality Assessment Framework for the state and set up a School Assessment Agency to enable these assessments. This chapter also looks at the in-service trainings, support, and methods of monitoring and supervision of teachers in schools in Madhya Pradesh.

8.1 In-service trainings and professional development

8.1.1 Completing professional qualifications through in-service mode

The Right to Education Act 2009 stipulates a professionally qualified teacher viz. clause 23 (1), which says, “Teachers recruited with minimum qualifications as laid under this section of the act... Provided that a teacher who, at the commencement of this Act does not possess minimum qualification shall acquire such minimum qualification within a period of 5 years from the commencement of the Act”. Since the RTE Act was enacted in 2010, teachers should acquire the minimum qualification by 2015.

The MP government has a policy to train unqualified teachers who were recruited before 2013. These are being done in the District Institutes of Education and Training (DIETs). 50 percent of the total cost (total cost works out to Rs. 200 per day) is borne by the trainee and the rest 50 percent by the government. Within the SSA project, the Government of India bears 65 percent and the state government bears the rest 35 percent (and the trainee pays nothing). In 2013-14, the government took a decision to give unqualified teachers leave with pay for higher education. In two-teacher schools, only one teacher is sent for training and a guest teacher is hired in their place. Yet, despite these efforts, there are more than 6000 teachers who have to acquire the necessary qualifications.

Apart from the efforts to ensure that all teachers are professionally qualified through in-service mode, the Rajya Shiksha Kendra gives 10-day induction trainings to all freshly appointed Samvida Shikshaks and also provides regular orientation to teachers.

8.1.2 Other in-service trainings

According to DISE Analytical Tables 2012-13, 11 percent of male and 7 percent female teachers received in-service trainings in 2011-12. However, it came down to 6 and 3.5 percent respectively in 2013-14 (DISE Analytical Tables). Sadly, the percentage of teachers who have received in-service training has dropped drastically from 2008-09 (48 percent male and 32 percent female received in-service training). This drastic change seems to be due to budget constraints and hence, choosing between providing mandatory professional qualifications to untrained teachers vs. supporting all teachers through in service trainings. The constraints perhaps are also due to the fact that Central Government funding has come down and the state is unable find the money for academic enrichment.

Under SSA, following process is followed for in-service training:

1. Modules and curricula for training is prepared by the State SSA Directorate (RSK);
2. Selection of state resource persons and district resource persons through open advertisements;

3. A cascade model is adopted wherein one state resource person trains district resource persons and so on;
4. Assessment of training results is done by BRC/SRG and is uploaded on Online portal in the DISE code with name and category;
5. Attendance of teachers who attend in-service trainings is recorded by DIETs. They get OD (on duty) marked in school attendance sheets;
6. Teachers are asked for kinds of trainings required for in-service training. Math and science is given prominence;
7. Relieving letters are prepared and issued by DIETs;
8. 10 days are allotted for trainings in specific subjects in a year

8.2 Monitoring and supervision

8.2.1 Role of the Headmaster

The Principal or Headmaster of the school is responsible for allocating duties to teachers. They also have to evaluate and monitor their work on a daily basis. Apart from the day-to-day functioning of the school, the headmaster's role is one of the supervisor, monitor and mentor of the teacher. Some of these roles and duties of the head master with respect to the teacher are outlined below:

1. Monitoring and inspection of attendance registers on a regular basis;
2. Organizing Shiksha Samiti meetings (school level education committee);
3. Manage educational activities and allocate both teaching and non-teaching tasks to the teachers;
4. Check diaries of students and guide teachers;
5. Making sure the time table is being followed;
6. Observing the interests and specialization of teachers and allocate tasks accordingly;

7. Regular classroom visits and supervision;
8. Management of administrative needs of the school;
9. Making sure that teachers and students receive text books;
10. Approving and forwarding leave applications of teachers and maintaining the records of the same;
11. Maintaining cashbook and other related documents;
12. Organizing SMC meetings and allocating follow up tasks;
13. Organizing monthly tests, quarterly tests, six monthly tests and annual exams and allocating tasks among teachers for the same;
14. Preparing results of the students and making them accessible;
15. Provide required information to higher authorities on time;
16. Organization of celebration of national holidays and festivals and other extracurricular activities with the help of teachers.

8.2.2 Field based monitoring

This is an important monitoring tool for improving the quality of schools and teaching. Madhya Pradesh Rajya Shiksha Kendra with State Project officer SSA at urban and PRIs at village levels follow the monitoring processes that has been developed by the state government. This process is reviewed and modified every year.

Academic monitoring at field level has the following objectives:

1. To examine the authenticity of the data received through the formats;
2. To provide on-the-spot support and guidance to teachers in the form of on-site training;
3. To coordinate with the PTAs to solve the problems that causes hindrance in the development of the schools;

Various functionaries plan regular school visits every month²⁴. During this visit, the official or the resource person is expected to do learner assessment, guide teachers to improve achievement level of children and check the reports and work done in the school. The suggestions made by them are recorded in the quarterly development plan and is supposed to be monitored in subsequent visits. According to the norms, the school visit schedule is as follows:

1. Every Jan Shikshak (CRC) has to visit all schools of the cluster in a month;
2. All BRCC, BAC, BGC, DPC, DGC, APCs, have to visit at least 30 schools in a month;
3. DPCs have to visit 30 schools in a month;
4. DEOs have to visit at least 20 schools in a month;
5. DIET personnel's have to visit 25 schools regularly

Different mid-level officials in the education department are in-charge (OIC) for a specified number of districts. Monthly targets have also been fixed for the state OICs and district, block and JSK officials. The DEOs and BEOs are given monitoring targets. However, there is very little orientation and training about the academic aspects of monitoring and support. Further, often these visits are undertaken by people not directly related to teaching in the schools.

Table 8.1: An overview of supervision visits undertaken by different levels per month

Visiting professional	Primary school	Middle school	Secondary school	Higher secondary school
Joint Director, Education	25	20	15	8
Dist. Ed Officer	10	6	8	5
BEO	40	20	2	
Cluster Principal	5	2	2	

In addition, any administrative officer or elected representative are free to visit a school. However, in practice, often schools are not visited frequently. For example, during the study, it was discovered that the following officials visited a middle school in Bhopal only 13 times in 2013-14:

²⁴ Source: <http://www.ssa.mp.gov.in>

1. Faculty (DIET)- 4 times
2. Cluster Principal- 4 times against a planned of 20 visits in a year
3. Jan Shikshak- Once
4. Faculty (RSK)- Twice
5. Authority (RSK)- twice

8.2.2 Review based monitoring

Monthly review is done at all levels i.e. PTA, JSK, JPSK, ZSK and RSK. These reviews provide an opportunity to discuss the problems and find solutions to dispel doubts arising in field based monitoring processes. In these meetings, strategies and activities for achieving the goals of universal enrolment in elementary education are also reviewed. They are also expected to discuss problems and find solutions. The coverage and process of review changes each year and the implementation orders are often delayed till October of the academic year.

Table 8.2: Meeting calendar for review based monitoring²⁵ (2010-11)

Level	Issues	Participants	Organizer	Day
School	Enrolment, attendance, achievement level of children, incentive distribution, Dakshata	All school teachers	Senior teacher	Every Saturday
Village	School performance, Out of school children, incentive distribution, Dakshata	One teacher from each school	Village in-charge	28th of the month
Jan Shiksha Kendra (Sankul level)	School performance, Strategies implementation, use of grants, Civil work status, incentive distribution, Dakshata	Village in-charge	Jan Shikshak	29th of the month
Block	School performance, Dakshata Strategies implementation, use of grants, Civil work status, incentive distribution	All Jan Shikshak and JSK in-charge	BRCC	2nd of the month
District-DPO	BRCC meeting	All BRCC, BAC, BGC	DIET	5th of the month

The above calendar implemented up to 2010-11. Subsequently, the monitoring and support has gone through a number of changes. In one year, there were two-day monthly meetings, which covered all schools in a block every month. In 2012-13, there were subject-wise monthly meetings. The present order only specifies supervision visits

²⁵ This information was retrieved from the online website of SSA <http://www.ssa.mp.gov.in/monitoringsuper.htm>

of various functionaries to monitor attendance of teachers and students, implementation of schemes, collection of data, CCE and Pratibha Parv. Monthly meetings of teachers were not held last year (2013-14) and meetings for the next academic year started only in October 2014.

8.3 Performance evaluation and incentives

There is regular monitoring of performance of teachers in terms of the results of their students. In addition, there are school competitions on performance and other activities. However, there is no rigorous process to monitor quality of teaching and as a result, teachers' performance is not evaluated. Incentives are given in terms of awards and cash prizes. There are National and State Awards that are given every year. To apply for the award, the concerned teacher has to submit an application with all the relevant documents.

Any teacher who received a state award gets one increment and if they receive the President' award, then they are entitled to two increments²⁶. In the primary and middle schools, if 10 percent or more students score 80 percent marks and above in annual exams in subjects taught by the teacher, s/he receives a cash award of Rs. 6,000. If 60-80 percent students get first division then a cash award of Rs.3,000 is given to the teacher. In high school, if 90 percent and above get first division a cash award of Rs. 8,000 is given to the teacher. Similarly, there are district level, state level and national awards for teachers.

8.4 Conclusion and issues

Although most policy documents repeatedly appeal for strengthening onsite support and professional development, both these aspects have been substantially reduced. While the teachers of primary and even many middle schools face a multi-grade, multi-task situation, they do not receive either pre-service or in-service support to manage such as situation and hence, teachers are often not equipped to handle multi-grade teaching.

²⁶ School Education Department Secretariat, Vallabh Bhawan, Bhopal Serial no. F 34-2/2002/20-4 Dated September 24, 2003

The monitoring system needs to be seriously reviewed in the light of the feedback from teachers. Teachers feel that the system inhibits their autonomy and does not provide any support. There are no orientations and capacity building processes for supervisory staff, even though many of them have no experience of the elementary classroom or quality related issues. Therefore, a continuous capacity building of teachers and teacher educators needs to be developed in the areas of content, approach and classroom implementation.

The career path for teachers is mostly through teaching higher levels of school and there is no entry into the teacher educator and education researcher and education administrator categories for that level of school and education. This needs to be seriously thought of. During FGDs, many teachers shared that the quality of their work inside the classroom merits greater attention during performance evaluation.

Chapter 9

GRIEVANCE REDRESSAL

Grievance redressal is one of the most vexed issues for any government, any department. Each department, therefore, has a legal cell to deal with court cases so that recourse to court is minimized and should take place only when the departmental processes become weak and biased. The grievance redressal system in the education system has to be in line with the cadre management system.

Earlier, the Madhya Pradesh State School Education department solely governed the teacher (e.g. the Shikshak cadre). As a result, the hierarchical authorities within the department first looked at the internal grievances. After which, it would go to the General Administration Department and then to the courts. After 1998, when teachers' recruitment into this cadre was stopped, things were in a flux as recruiting and managing authorities was split between the Panchayati Raj institutions and the Education system. Hence, it resulted in a lot of court cases against the government by Shiksha Karmi and Guruji Unions.

After re-caderisation (2005), teachers are first recruited into the Samvida Shala Shikshak and are later absorbed into the Adhyapak Samvarg. Consequently, a new grievance redressal system has been established, which is reviewed in this chapter. The grievance redressal system for the regular Shikshak Samvarg has not been reviewed here.

9.1 Grievance redressal – a timeline from 2005 to 2014

This chapter describes the various state rules for grievance redressal mechanisms from 2005-2014.

2005: According to the state rules for grievance redressal in MP *Nagariya Nikaya Samvida Shala Shikshak (Niyojan aur Samvida ki Shartein)* notification 2005²⁷ (points 10-11-12), teachers are allowed to file their complaints with the appellate committee. This committee comprises of the local body Shiksha Samiti Adhyaksh and members, the DEO and Commissioner Public Instructions (in case of any issues arising during the

²⁷ Madhya Pradesh (extraordinary) dated 6-5-2005 pages 401-402 (15) published.

Recruitment processes)²⁸. Grade II & III teachers are also allowed to file complaints with the following authorities:

1. The (Provisional) list of selected candidates declared by Nagar Palika Nigam:
 - a. Chairman, Shiksha Samiti, Nagar Palika
 - b. Shiksha Samiti, Nagar Palika (selected member)
 - c. Commissioner - Nagar Palika Nigam (member secretary)
 - d. DEO- (member)
 - e. Assistant Commissioner, Tribal Development Department (selected member)
2. The (provisional) selection list of candidates declared by Nagar Palika/Nagar Panchayats:
 - a. Chairman, Shiksha Samiti, Nagar Palika/Nagar Panchayats
 - b. Shiksha Samiti, Nagar Palika/Nagar Panchayats (member)
 - c. Chief Executive Officer Nagar Palika/Nagar Panchayats
 - d. Officer nominated by Collector
 - e. District Headquarters will select an Urban Nagariya Nikaya DEO who will select BEO (not anyone below this post) for other Nagariya Nikaya
 - f. District headquarters will select an Urban Nagariya Nikaya Assistant Commissioner from the Tribal Development department who will select BEO (not anyone below this post) for other Nagariya Nikaya.

2008: After the absorption of Samvida Shikshaks and Shiksha Karmis in 2007 into the Adhyapak Samvarg, the Madhya Pradesh Municipal Corporation Adhyapak Cadre (Planning and Service Conditions) Rule, 2008 allowed teachers to appeal to the following authorities (see Table 9.1):

²⁸ M.P. Urban Local Body Samvida Shala Shikshak (Niyojan and Seva ki Shartein) Rules 2005, Urban administration and development dept., Mantralaya, Vallabh Bhawan, Serial No. F-4-7-05-eighteen-1, Bhopal, dated- 06-05-2005:

Table 9.1 Competent authorities for grievance redressal 2008

Adhyapak Samvarg	Competent Authority	Appellate Authority
Varisht Adhyapak	Appointing Authority/ Additional CEO, School Education/Tribal Welfare Department	Zillah Collector
Adhyapak		
Sahayak Adhyapak		

Any aggrieved person can appeal to the concerned authority and they are subject to the Municipal Corporations Administrative and Disciplinary regulations.

2009: To improve the quality of education and to address the concerns of teachers, the School Education Department decided to address all teacher issues by creating an online portal²⁹ for grievances. It was launched on the occasion of Teachers' Day in 2009 and covered all administrative and other related concerns of the teachers (working and retired).

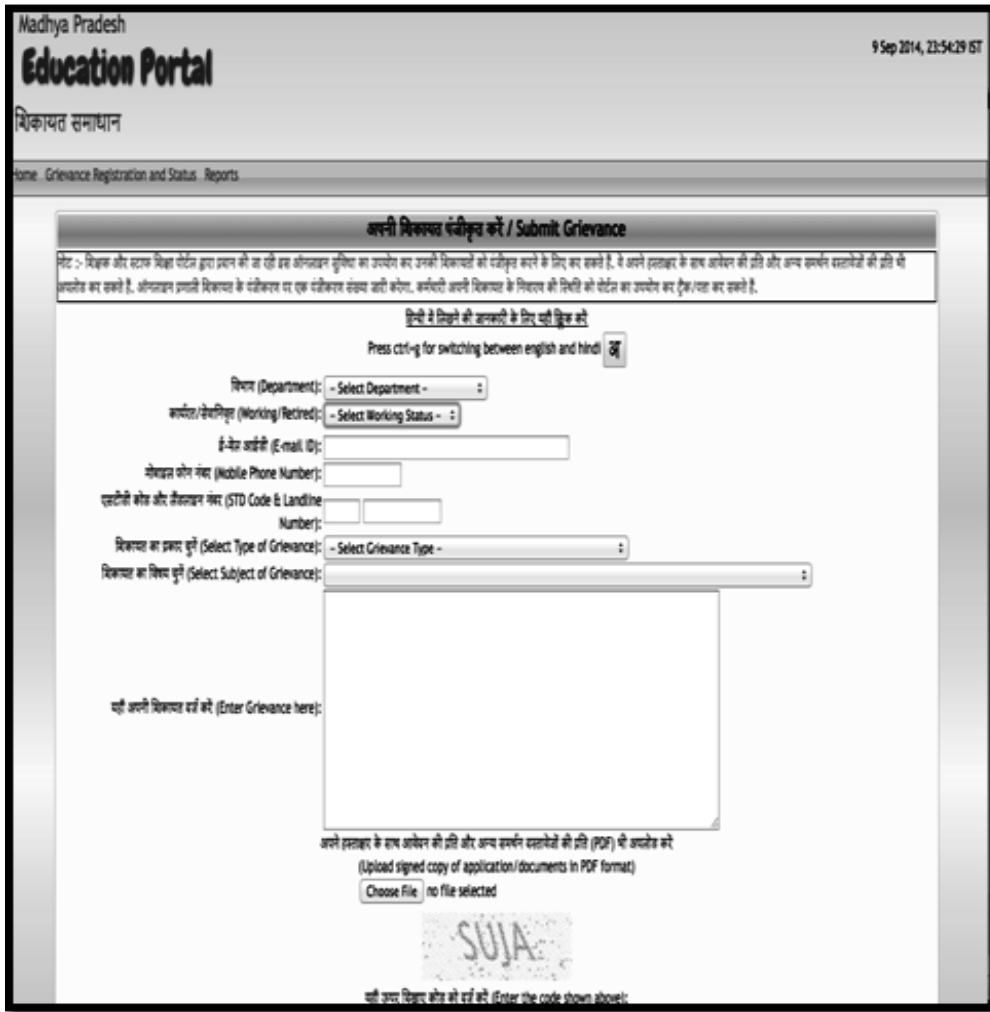
According to this notification, all teachers can submit their grievance on the online portal and retrieve their redressal report by giving their unique codes. Through this unique code, the teacher can register any grievance, which would be resolved at an appropriate level in a timely manner. In case a teacher submits their appeal in writing, the redressing body will publish their reports on the portal and it will be made available to the teachers by using their respective ID codes. The notification specifies the following:

1. All complaints filed will be registered online;
2. Written complaints will also be registered online;
3. It would save time and money for teachers to follow up by visiting various Education offices and they will be in a better position to concentrate on their primary teaching roles;
4. Restitution of cases will be done online;
5. The Joint Director and other Senior officers will monitor the cases filed;
6. State level redressal of cases will also be done by applying methods like video conferencing

²⁹ The Madhya Pradesh administration order serial no. 170/ prasa/school shiksha/ 09 dated 27-08-2009; grievance redressal of teachers concerns will be addressed from the Online Education portal.

Figure 9.1

A screenshot below shows online portal page for submission of grievance



2011: The rules notified in 2009 was changed once again to align it with RTE³⁰:

1. Under the Clause 21 of the Madhya Pradesh RtE rules and regulations, the first level to address teachers' complaints is the SMC, which includes the Headmaster.
2. State government will nominate local official bodies as the second level that will be expected to address concerns of teachers within a time frame of 30 days.
3. A third level committee chaired³¹ by the Collector will be established for addressing grievances at district level.

³⁰ Serial no. F 44/9/2011/ bees -2 RtE Act 2009 (2009 ka 35) Madhya Pradesh State rules and regulations

³¹ Madhya Pradesh Right to Education Rules

4. Members of the committee formed by the Collector will comprise of the Collector, Superintendent of Police, CEO, Chief Medical Officer, Health Officer, District Headquarters, Municipal Corporation-Commissioner, Tribal Welfare, and Additional Commissioner. While the Collector will be the chairperson of this committee, the DEO will be the convener. The collector will invite the members of the committee in case she/he feels it is required.
5. The committee will meet every 3 months (quarterly).
6. In case of dissatisfaction with the resolution applied by the committee, the appellant can re-appeal in written form to the committee chairperson.
7. The committee will check for the authenticity/ legitimacy of the cases filed.
8. Under this Act, all schools that fall under Clause 2 Section (dh) Sub-section (4) will develop their own systems for grievance redressal.

2014: In spite of all these attempts, large number of cases were unresolved and even when the resolution was uploaded on the website, its implementation was not monitored. In May 2014, the Additional Chief Secretary of the School Education Department tried to put the pending cases on fast track. A detailed online mechanism along with camps for resolving grievances at all levels was organized in June 2014³². The justification given was as follows: *“There are more than 4 lac teachers employed in approximately 1.5-lac schools across the State of Madhya Pradesh. This is probably the largest department of Government. Teachers serving in small remote areas are plagued with small but painful grievances not being resolved for years despite running from pillar to post. Lack of appropriate authorities not addressing these issues in a timely manner has led to their concerns remaining either unresolved or vaguely and inappropriately dealt with leading to demotivation of teachers.”*

The kinds of grievances addressed were:

1. Minor issues around promotion, increment, up-scaling of salaries
2. Related to seniority
3. Salary fixation

³² MP Government School Education Department Order no.639/1048/14/20-2 dated.29.05.2014

4. Retirement
5. GPF, advance/ part final cases
6. Cases around medical claims
7. Related to leave
8. Suspension cases
9. Other cases

While some teachers tried to reach out to the Chief Minister’s office when their grievance when their grievances were not resolved, others continued to work quietly but without motivation. The government, therefore, decided to institute a campaign to resolve all pending issues in a time bound manner through online and camp processes. Following is the process and timeline that was adopted:

Table 9.2: Time-line of addressing and finding appropriate solutions to the grievances of teachers

Description	Level of Redressal	Timeline	Remarks
Collection of appeal/cases from teachers	Cluster Principal	June 1-24, 2014	--
Categorization of cases and listing	Cluster Principal	July 5, 2014	--
Forward the cases to DEO by the cluster Principal	Cluster Principal	July 10, 2014	--
Forwarding the district level cases by the Joint Directorate to DPI. These cases will be resolved at State level/DPI	District Education Officer	July 21, 2014	DEO will categorize the cases according to different levels
Mechanisms for redressing grievance			
Cases to be addressed and resolution passed at cluster level	Cluster Principal	July 5-21, 2014	--
Cases to be addressed and resolution passed at District level	District Education Officer	July-August 14, 2014	--
Cases to be addressed and resolution passed at Joint Directorate level	Divisional Joint director	July 28-August 20, 2014	--
Cases to be addressed and resolution passed at Directorate level	Commissioner-Public Instructions	July 28-August 30, 2014	--
Cases to be addressed and resolution passed at State Level	Additional Principal Secretary- School Education Department, MP	August 11-September 15, 2014	--

9.2 Court cases and their analysis

In Madhya Pradesh, 160 cases (relevant for the purpose of this study) that involved teacher grievances in government and aided schools³³ were disposed of by the Madhya Pradesh High Court during the period from 2009 to 2014. These 160 cases include only resolved cases and pending cases were not included in the analysis. There were two decisions that disposed of a relatively large number of clubbed petitions. A 2011 decision that disposed of 61 petitions relating to retirement benefits and a 2013 decision that disposed of 29 appointments related grievances. As a consequence, a disproportionately large number of grievances involved retirement benefits.

Most of the cases originated in the High Court as they were writ petitions though there were a small number that were appeals from the Central Administrative Services Tribunal and a couple of appeals from the civil court. The petitioners in most cases were teachers and the respondents were various divisions of the state's education department. There were also a handful of cases that involved contract teachers, two of which were appealed to the Supreme Court. Table 9.3 sets out the number of cases involving teacher grievances that was decided by the Madhya Pradesh High Court for each year covered in this study.

Table 9.3 Year-wise distribution of cases

Year	No. of Cases	Percentage
2009	6	3.75%
2010	12	7.50%
2011	69	43.13%
2012	15	9.38%
2013	51	31.88%
2014	7	4.38%
Total	160	

In order to get an idea of the nature of cases that teachers take to court it is necessary to get data on cases filed each year against the education department. However, this was beyond the scope of this study. Therefore, only those cases that were resolved have been included in this analysis. The tables below provide the breakdown of the different types of cases in aggregate and broken down by year.

³³ Data for 2014 only includes data until July 2014

Table 9.4: Number and percentage of cases for each case type in Aggregate for the state

Case Type	No. of Cases	Percentage
Retirement benefits	72	45%
Appointment	50	31.25%
Service benefits	20	12.50%
Termination	7	4.38%
Promotion	3	1.88%
Suspension	3	1.88%
Transfer	2	1.25
Termination, Service Benefits	1	0.63%
Compensation	1	0.63%
Insurance	1	0.63%
Total	160	

Table 9.5: Time period ranges for conclusion of cases broken down by case type

Case Type	Year wise						Total
	2009	2010	2011	2012	2013	2014	
Retirement benefits	3	3	62		3	1	72
Appointment	1	1		5	41	2	50
Service benefits	1	4	2	5	4	4	20
Termination		1	3	3			7
Promotion		2		1			3
Suspension		1	1		1		3
Transfer			1	1			2
Compensation					1		1
Insurance					1		1
Termination, Service Benefits	1						1

These cases took differential amounts of time to get disposed. The tables below illustrate the time taken to dispose the cases.

Table 9.6: Time periods for resolution of cases (Data has been plotted in six-month intervals)

Duration	Total	Percentages
0-6 months	10	20.41%
7-12 months	3	6.12%
13-18 months	3	6.12%
19-24 months	3	6.12%
25-30 months	2	4.08%
31-36 months	2	4.08%
37-42 months	5	10.20%
43-48 months	2	4.08%
49-54 months		0
55-60 months	1	2.04%
Above 60 months	18	36.73%
Grand Total	49	

Table 9.7: Time period ranges for resolution of cases broken down by case type

Case Type	Time period range (in months)											Total
	0-6	7-12	13-18	19-24	25-30	31-36	37-42	43-48	49-54	55-60	60+	
Appointment	7	1	1	1	1		1	1			4	17
Service Benefits		1		1			2			1	7	12
Retirement benefits			2	1		2	1	1				7
Termination											6	6
Suspension	1	1			1							3
Transfer	2											2
Insurance											1	1
Promotion							1					1
Total	10	3	3	3	2	2	5	2		1	18	49

Looking at these cases in the context of present policy and implementation, it becomes clear that appointment cases were high when large-scale recruitment happened, for example, in 2012. Similarly, transfer related issues have become negligible as teacher cadres have become non-transferable. Issues with service benefits, termination and promotion may be much larger than reflected by the disposed cases, with many cases still pending in court.

9.3 Conclusion and Issues

It is evident that accumulation of grievances is a big demotivating factor for teachers. A streamlined grievance redressal system that addresses teachers' genuine issues in a timely manner would go a long way in improving teacher performance. However, because of the complicated recruitment and cadre management system as well as fairly intrusive monitoring and supervision system, the teacher can be at the receiving end of inappropriate action like suspension or show cause notice if not found in school even if there is a genuine reason. Due to no clear procedure on such cases, a teacher may suffer for a long time.

Information regarding this section of the study was most difficult to come by through secondary data. Access to online materials on grievances is treated as confidential and is mostly restricted to education department employees with unique codes. During the study, it was not clear as to how many cases came up in the camps and recent online process.

FGDs with teachers revealed that many teachers were inappropriately held responsible and actions were taken against them even before hearing their explanation. Some issues raised by teachers during the FGDs are as follows:

1. During supervision visit if a teacher is found absent without information or when learning level of children is not found appropriate, the salary or increment is withheld and a show-cause notice is issued to the teacher. The headmaster is the supervisory authority for teachers' attendance. But teachers felt that action is often taken before response to show cause notice is given.
2. Women teachers also felt that there are no processes or mechanisms to deal with cases of violence against women particularly those behaviours that come under the Prevention of Sexual Harassment at the Workplace Act. Some women teachers said they faced uncouth behaviour from male colleagues and superiors, and that too in front of the students. Since there is no Vishakha Committee in place, they do not know where to file their grievances.
3. It was also difficult to find specific rules about who is the appellate authority for different kinds of grievances.

Chapter 10

CONCLUSIONS AND RECOMMENDATIONS

The idea of the first phase of the study was to understand how the state government treats its elementary and secondary teachers. While all governments reiterate the importance of teachers, this study raised questions on whether the articulated intention is matched by the care and respect due to the teacher. For example, in what way does the state really care for the teacher or does the state provide the basic wherewithal for teachers to fulfil their expectations?

In the last twenty years, the school education landscape has changed. From over 90 percent government teacher cadre in the 1980s, today 38 percent teachers are in the private sector. Globalisation policies have also increased the ‘contractualisation’ of the teacher workforce. It has also reduced the investment in professional development and post-retirement benefits. While recruitment into the regular cadre was stopped at the end of the last century (1998), a process of re-caderisation and regularization has begun. Yet, fresh recruits are hired on contract basis and they form a substantial portion of the teaching force.

At the end of the study, though the situation of the teacher has improved from what it was 10 years ago, it is far from what it should be. Based on this study, following are the major issues with the management of teachers and the organization of teaching in the government schools.

10.1 Issues emerging from this study

10.1.1 Cadres and cadre management issues

The existence of different cadres managed by different bodies for the same work has created complications and confusions and has caused inordinate delays in gaining clarity of implementation. The local bodies manage both the Samvida Shala Shikshak cadre and the Adhyapak cadre. However, they do not have the wherewithal in terms of academic units/manpower to really look into the quality of the teachers’ functions.

While the idea of a probation period or tenure is good, two points need to be flagged. First, there is nothing to differentiate the contract teacher's work from the regular teachers. The regular teachers do not train or mentor those who are on contract. Second, the huge difference in salaries is not justified. The Samvida Shala Shikshak's salary is less than half of a new Adhyapaka's salary. The rates for Guest teachers are even lower. While there has been a strong move towards regularization of the teacher cadre and phase-wise merging of pay scales of the Adhyapak cadre with the regular teachers, a lot of damage has already been done to the morale and motivation of teachers.

There are too many supervising authorities without anyone really equipped to support and mentor the teacher in their arduous task of teaching 30-35 children, who are culturally and cognitively diverse and also work in difficult circumstances. Therefore, the fact that anyone and everyone can visit the teacher in class and critically review him or her, without anyone equipped to give support, undermines the dignity, self-esteem and motivation of the teacher.

10.1.2 Appointments

While the appointments have been made more transparent, the recruitment process is long drawn and reduces the number of people finally recruited. Further, the process does not review teaching aptitude at all. It is based on the TET scores which itself gives greater emphasis on mastery over subjects. The scores received in earlier qualifications do not get any weightage. Thus, a person who has very good scores in their subject qualifications may not make it through the TET. The teachers have also expressed that both subject knowledge and their teaching ability should be taken into consideration during selection and during promotion.

10.1.3 Promotions

Lack of promotional avenues and the lack of transfers have added to the stagnation of teachers. A large number of primary school teachers retire as primary school teachers. Promotion into teacher-educator cadres is not yet possible. There is no evaluation of teaching and organization abilities of teachers for promotions and the only parameters are regularity and results.

10.1.4 Capacity building and teacher development

In order to be able to teach well in a complex classroom, a teacher needs continuous professional development and support. Unfortunately, rather than streamlining and systematising the earlier in-service workshops, this has reduced drastically in the last few years. There have also been almost annual changes in the system of INSET or In Service on Site Support with the cluster and cluster personnel changing frequently. Monthly meetings have become more of an administrative data collection, which gives the impression that teachers' support is really not important.

10.1.5 Post-retirement benefits

With the stopping of regular pensions as a monthly income, the insecurity of the teachers and a movement for supplementary income in the family has divided their attention. Teachers are compelled to nurture another means of livelihood.

10.1.6 Grievance redressal systems

Because of the complexity of cadres and cadre management systems, there is no clarity on the protocol for addressing day-to-day issues. So, if there are issues between a headmaster and a teacher, it could go to the SMC, to the Principal of the Sankul Kendra, to the Janpad Adhyaksh (who is the appointing authority) or to the Block Education Officer. However, there are no clear rules and notifications on this. This lack of clarity contributes greatly to small grievances which are not reflected in court cases, but which undermine the teachers' enthusiasm.

10.2 Recommendations

10.2.1 Rationalisation, merging of cadres and institution of probation/trainee period

It would be good to recruit teachers directly to the Adhyapak cadre for a probation period of three years, with annual increments and recruitment to the Samvida Shala Shikshak cadre should be abolished. The probation period could be well designed and mentored by resource teachers of the district and evaluated at the end of each year. Subject knowledge and teaching abilities should form a substantial part of both appointment procedures and probation evaluation processes. Also, if the local bodies

are required to continue as cadre holding and appointing authorities, their abilities should be enhanced with an Education Unit developed therein.

10.2.2 Promotional avenues

Elementary and secondary school teachers (especially elementary teachers) need promotional avenues, not only as an entry into the next level of teacher and headmaster jobs, but also as teacher educators, educational researchers and curriculum developers for their own levels. For example, DIETS and BITES that cater to the professional development of elementary school teachers should have experienced elementary school teachers who have the opportunity to go through educational enhancement (graduation, post-graduation in both liberal arts and education), rather than higher secondary school teachers as they are at present.

An extra increment could be given to mentors and resource teachers who contribute to in-service teacher education and curriculum development. A teacher researcher and curriculum developer cadre could also be developed.

10.2.3 Teacher development

As recommended by the Justice Verma Commission and the NCFTE, a systematic process of in-service teacher development and support needs to be designed through a rigorous teacher educator courses. The courses could include both theory and practice elements and can be linked to increments and promotions. In-service support needs to be given onsite to the teacher.

10.2.4 Grievance redressal

Clear rules and protocols for resolution of day-to-day conflicts need to be developed with clear time lines for resolution, so that continuing conflicts are resolved in a timely manner. These protocols should be disseminated across all teachers. With regard to women teachers, the legal provisions of the Prevention of Sexual Harassment at the Workplace Act, 2013 needs to be implemented and its provisions should be posted in each school.

10.2.5 Further studies

This study points to the need of more studies across states on:

1. Study on professionalization and professional development of teachers: To understand the way in which the careers of teachers move and what kinds of professional development avenues are available to teachers and how they benefit from these.
2. A study of teachers in schools and classrooms would give us hands-on information on where teachers need more training and support.
3. Study on private school teachers: Private school teachers are now a large proportion of the total number of teachers. In addition, the private teacher cadre, even though largely qualified, is even more differentiated than the government teachers. Therefore, a study on private school teachers would give an overall perspective on the present status of teachers.
4. Similarly, a study on headmasters would also be very useful to complement this study on teachers.