

Working Conditions of  
Elementary and Secondary  
School Teachers

State report for Madhya Pradesh,  
August 2014

**In collaboration with NUEPA**

**Presented by Eklavya, Bhopal**

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

**Anjali Noronha**

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# Chapter one: Introduction

## 1.1 Introduction

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 oft quoted that ‘no nation can rise above the quality of its teachers.’ In fact in recent years there has been much debate about the difference that an effective teacher makes to the lives of children and through them to the economy. The main measures used to judge teachers’ effectiveness have 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 much conversation and debate as to what makes a good teacher – qualifications, remuneration, and commitment to the work, autonomy or Supervision? There is a lot of opinion around each of these but very little knowledge and research about what exactly are the policies and conditions under which teachers in different states of India are working. It is with a view to understanding these aspects that this collaborative study has been undertaken.

This study comes at a very pertinent moment in the history of Indian Education. It is at a time that the RTE Act has mandated a teacher student ratio, and teacher qualifications without a requisite minimum teacher salary and working conditions, that has created a large number of teacher jobs across the country. At the same time, the Justice Verma Committee has mandated a Teacher Eligibility Test or TET as the first step in all recruitment of teachers, whether contract or on grade. It is important to understand at this time, the similarities, differences and issues of teachers and teaching across the country.

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...'

In a sense the very provisions that attempt to improve quality also attempt to standardize and often, in so doing tend to mechanize education to the extent that the quality of the mind that is attempted to be developed is compromised. Such seems to be the case in Madhya Pradesh too to some extent.

The study attempts to look at the terms and conditions governing the cadre(s) of teachers and its various levels, right from recruitment processes and eligibility conditions.

The kinds of questions the study seeks to answer are:

- 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 teacher cadre(s)
- What are the salaries that different kinds of teachers earn? Do teachers teaching at the same grade level earn the same salaries or are there differences?
- What is the government policy on recruitment and salaries and are these implemented?

- What are the non-salary benefits to teachers?
- What are the deployment and promotion policies and processes and are there any issues in implementation?
- Transfer policies and their implementation.

## 1.2 Madhya Pradesh at a glance:

- The State of Madhya Pradesh is one of the largest and most complex States of India. It covers an area of **308245 sq.km**, 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 villages. <sup>1</sup>

## 1.3 The education Scenario in Madhya Pradesh today: <sup>2</sup>

**Table 1.1**

Year & parameter	Total	Government	Private
2010-11 Elementary Schools	137113	112,014	23801
Enrolment	15484989	10,653,880	4,702,519
Teachers	441,063	267,846	164,372
2011-12 Elementary Schools	140993	112,079	27148
Enrolment	15493689	10,221,216	4,920,512
Teachers	436,719	268,471	170,733

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

<sup>2</sup> From Elementary Report Cards 2010-14

2012-13 Elementary Schools	141859	112,895	27227
Enrolment	15317828	9,913,184	4,971,038
Teachers	445,056	274,635	183,442
2013-14 Elementary Schools	142,844	114,444	26,668
Enrolment	14,594,089	9,511,486	4,901,200
Teachers	464,018	291,176	205,937

The above table shows some interesting and some alarming trends. From 2010-11 to 2012-13 there is a constant increase in the number of schools, and number of teachers in both the government and the private sector. However, this is contradicted by a decline in overall enrolment in 2012-13 and substantially in 2013-14. In 2012-13 it is the enrolment in Government schools that shows a decline while that in private school is rising. However, in 2013-14 there is a substantial decline in enrolment in both government and private schools. This is a matter of concern as though population growth rates may be declining, population is not declining hence the causes for this decline need to be checked. And built into the planning for teacher's recruitment.

However, the number of teachers continues to grow substantially in both the government and private sector – private sector teachers accounting for 37-40% of the total number of teachers in different years. Private sector enrolment as a %age of total enrolment has shown an increase from 30-33%.

Of the Government schools about 17,000 are managed by the Tribal welfare department, while the rest are managed by the school education department. As this study has only looked at government teachers and government systems – a large proportion of teachers nearly 40% have been left out of the study. It is



very important to design studies for understanding the private sector as a whole.

### 1.3.1 Teachers by type of schools, caste and gender<sup>3</sup>:

**Table 1.2**

Teachers by Gender and Caste		Regular teachers*			Contractual teachers*			SC teachers		ST teachers	
School category	Total	Male	Female	No res.	Male	Female	No res	Male	Female	Male	Female
Primary only	<b>221,801</b>	147,793	73,555	0	246	207	0	22,746	10,022	33,565	13,336
Primary + U.Pry	<b>108,395</b>	48,159	59,412	0	385	439	0	4,739	4,717	2,331	2,749
P + UP+Sec/HS	<b>39,686</b>	14,106	25,408	0	66	106	0	1,110	1,409	493	874
Upper Pry. only	<b>82,472</b>	56,999	25,428	0	28	17	0	9,969	3,562	9,893	3,693
U.P. + Sec/HS	<b>1,914</b>	1,152	752	0	5	5	0	117	68	88	48
P+ U.P. + Sec	<b>9,422</b>	4,283	5,063	0	27	49	0	401	359	144	149
Total		272492	189618					39082	20137	46514	20849

**Table: 1.3 Teachers Qualifications<sup>4</sup>:**

School category	Below Sec.	Sec.	Hr. Sec.	Grad.	Post Grad.	M. Phil	Post Doc	No Res.
<b>Pry. Only</b>	2,493	4,858	85,062	74,036	52,684	771	38	1,406
<b>Pry. +U- Pry.</b>	1,233	6,617	34,072	46,488	18,348	785	28	0
<b>P + UP + Sec/HS</b>	357	1,575	6,011	17,368	13,745	443	15	0
<b>U. Pry. only</b>	389	888	4,909	30,704	44,219	616	29	673
<b>U.P. + Sec</b>	11	84	194	699	889	26	1	0

<sup>3</sup> 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.

<sup>4</sup> State report card 12-13

<b>P + U.P. + Sec</b>	120	325	2,044	4,260	2,527	69	1	0
<b>U.P. + Sec</b>	0	7	43	146	124	7	1	0
<b>Contract</b>	48	189	441	702	192	8	0	0

## 1.4 Main Findings

### 1.4.1 Types of teachers:

At present there are four types of teachers in Madhya Pradesh, different levels of each type serving in Primary, Middle, Secondary and Higher Secondary schools. These are respectively –

- Shikshak Samvarg – LDT, UDT and Lecturers
- Adhyapak Samvarg – Sahayak Adhyapak, Adhyapak and Varisht Adhyapak
- Samvida Shala Shikshak (SSS) or Contract teacher Grade III, II and I
- Atithi Shikshak or Guest teacher Grade III, II and I

There are two live cadres of teachers in Madhya Pradesh: The Samvida Shikshak cadre and the Adhyapak Samvarg. The first- the Samvida Shikshak, is a three year contract cadre, the other – the Adhyapak Samvarg is a grade and long term cadre. However, both these cadres are decentralized and held by the local body i.e. at the District and Janpad 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 disciplinary aspects are both the appointment body – i.e. the local body Chairperson and the District Education officer or Tribal Welfare Department Asst. Commissioner at the District Level and the Collector is the appellate authority and professional development aspects of the cadres are looked after by the education department while appointments are done by the local bodies.

For short term vacancies for a few months, a guest teacher can be recruited locally at the school level. Unlike the other two cadres, this is not a cadre but appointment of individuals.

Apart from these three – there is the older cadre of regular teachers or shikshaks which has been closed since 1998 that is a District level cadre appointed and managed in all respects by the State Education Department. All types of teachers have three levels, two of which serve in Primary Middle and Secondary schools as follows:- <sup>5</sup>

### **1.4.2 Recruitment:**

The Samvida Shala Shikshak is the only open direct recruitment today for all levels of school teachers and is recruited for a period of 3 years on a fixed pay contract, through an eligibility test on the basis of which a merit list is drawn and posts in different districts are offered. They are recruited by the local bodies.

After three years, if they have the requisite professional qualifications, and have worked according to the required parameters, they are eligible to be incorporated into the Adhyapak cadre, after a chhanbeensamiti goes through their records. For posts still left vacant, Guest teachers may be appointed for short periods.

The last recruitment process for the SSS was done in 2011 and completed in 2014. Last round of incorporation into the AdhyapakSamvarg was done in 2013. Details of the recruitment process are given in Chapter 4.

The current picture is as follows:

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<sup>5</sup>vide order Madhya Pradesh Panchayat AdhyapakSamvarg (Niyojanevamsevakishartein) Rules and Madhya Pradesh urban local body adhyapaksamvarg (Niyojanevamsevakishartein) Rules 2008 dtd. 17<sup>th</sup> September 2008

## 1.4 Number of Teachers in each cadre<sup>6</sup>:

April 2014	SSS	AdhyapakSamvarg	Regular Teachers	Guru ji	HM	Totals
<b>Primary</b>	46,802	112,250	78,750	9,000*	16,000	2,62,802
	(Grade III)	(S Adhyapak)	LDT			
<b>Middle &amp; High school</b>	21,656	58,860	19,250		8,700	1,08,466
	(GRADE II)	(Adhyapak)	UDT			
<b>Totals</b>	68,458	1,71,110	98,000	9000	24,700	3,71,268

August 2014	SSS	AdhyapakSamvarg	Regular Teachers	Guru ji	HM	
<b>Primary</b>	36,500	108,550	74,500		10,625	2,30,175
	(Grade III)	(S Adhyapak)	LDT			
<b>Middle &amp; High school</b>	21,600	61,860	19,250		13,592	116,302
	(GRADE II)	(Adhyapak)	UDT			
<b>Totals</b>	58,100	1,70,410	93,750	0000	24,217	3,46,477

It is disheartening to see that there is an overall reduction in number of Primary teachers in all cadres while there is a slight increase at the middle and High School levels. It seems that the Samvida Shala Shikshaks particularly at the Primary School level, recruited after a lot of effort are leaving their posts. The vacant posts are also not filled because there are not enough professionally trained teachers.

### 1.4.3 Transfers and Deployment:

Transfers are generally discouraged as appointments in the Samvida Shala Shikshak cadre and the Adhyapak Samvarg whether direct or through absorption or

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<sup>6</sup>From a government officer.

promotion are made to a particular school. The Samvida Shikshak's job is non-transferable.

There are, however, certain situations in which voluntary transfers of the Adhyapak samvarg are allowed and a process has been outlined for the same. Administrative transfers for rationalization have also been included for the Adhyapak Samvarg. But there is no provision for punishment transfers as earlier.

The transfers of the older Shikshak cadre are governed by the State Government District transfer rules. These incorporate both voluntary and administrative transfers, the latter include punishment transfers too.

#### 1.4.4 Cadres, Types of Teachers, their salaries and service conditions

Table 1.5

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

Thus, we have a situation where we have four different types of teachers at the moment in Madhya Pradesh with widely differing terms and conditions, particularly in salaries and supervision of cadres. This situation has its roots in the 1990's which is outlined in a subsequent chapter, but there has been an attempt in the last 10 years to streamline and converge the different cadres.

Last year there has been a move to bring the Adhyapak cadre at par with the Shikshak cadre in four years through a system of interim relief so that the Adhyapak Samvarg will attain the Shikshak Samvarg pay bands by 1.9.2017.<sup>7</sup>

### **Service Conditions:**

The terms and conditions of service for the Samvida Shala Shikshak samvarg, the Shikshak Samvarg and the Adhyapak Samvarg Shikshak are quite different.

- The Atithi Shikshak has no facilities whatsoever.
- Pension is not applicable to Samvida Shikshak. Pension rules for Adhyapak and Shikshak are quite different and of different amounts.
- Leave rules are similar across three cadres, including maternity leave, but there may be some minor differences.

### **1.4.5 Day to Day Management and Supervision:**

Main person for day to day management is the Headmaster or Principal of the school. Allocation of tasks among teachers, review, planning, problem solving are his job. The SMC and the Jan Shiksha Kendra Principal are the next tiers. For

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<sup>7</sup> Vide F-4-113/2013/18-1 dated 4<sup>th</sup> September 2013.

example, the SMC has the power to negotiate that the teachers' duty is not put on non-teaching tasks. However, these kinds of roles have not been seen to be very active.

Apart from this there is a supervision chart which mandates at least 4-5 different people visiting and monitoring the teacher. Monitoring inputs are often at cross purposes. The monitoring framework of Pratibha Parv is also a very high stakes pressure on the teacher and the students.

#### **1.4.6 Promotions, career progression and evaluation:**

50% of the posts at the Adhyapak and Varisht Adhyapak levels are reserved for internal promotion from the SahayakAdhyapak and Adhyapak levels respectively. They are eligible if they have completed 7 years of service and acquired the eligibility qualifications of the next level, subject to vacancies for those posts and subjects.

The remaining Shikshak cadre posts are also filled through promotions, or are converted to Adhyapak cadre or Samvida cadre posts. If a person is not promoted in 12 years s/he gets the next level in the same grade.

One major issue is the non-availability of adequate growth paths into teacher education and teacher leadership roles –only possibilities being promotion into the next level of teacher or Headmaster.

#### **1.4.7 Evaluation:**

Evaluation is done through a Confidential Report to be given by, the Principal HS , BEO and the Chief executive Officer Janpad Panchayat for Adhyapak Gr. II and by BEO and the Chief executive Officer Janpad Panchayat for Adhyapak Gr.III. The broad parameters are regularity, execution of roles and tasks and participation in in-service trainings.

However, there are no continuous and process assessment criteria for evaluating teachers and this is something that teachers themselves also expressed a need for in their focus group discussions.

#### **1.4.7 Professional development:**

The State Government is partially supporting the teachers who do not have the requisite professional qualifications to acquire them by subsidizing costs.

The State Government has recently taken a positive step in deciding to encourage attaining further degrees by a) supporting fees and b) granting full pay leave. The rules for this are under process.

In-service orientation and support has reduced drastically. Teachers do not have many opportunities for refresher courses and peer interaction.

#### **Grievance Redressal:**

The resolution of grievances takes two paths – one is the disciplinary and appellate authorities – or the online system that is more recent and the other is the court route.

There has been an attempt to streamline the resolution of grievances through online processes and grievance redressal camps so as to reduce the recourse to courts.

Main issues of grievances are

- Recruitment and appointment;
- Refusal of legitimate leave;
- Promotion;
- Pay during strike periods;
- One sided action without due process.

#### **Conclusions and issues:**



- Today in Madhya Pradesh, we have a complex system of 4 types of teachers each with 3 levels. What complicates matters is that each of the type of teacher is managed by a different body - two of them are managed by not one but various different bodies eg. The Samvida Shala Shikshak and the Adhyapak amvarg are managed by either the zila or Janpad Panchayat or the Nagariya Nikaya and the School education or the Tribal Welfare department – depending on who manages the schools that they are posted in. The Shikshaks – the older cadre is managed by the School Education or the Tribal Welfare Department as the case may be. And the Atithi Shikshak is managed by the school management committee.
- The work and the required qualifications are the same yet the pay very different and the service conditions are both similar and different.
- While the Samvida Shala Shikshak is a kind of probationary or tenure cadre, which is within a given period of time, absorbed into the Adhyapak cadre, the stark difference in salaries between the samvida and the adhyapak grade is not justifiable – the fixed amounts could be much closer to the Adhyapak grade salaries, with some annual increase.
- There is, however, a positive attempt at bringing the Adhyapak cadre too at par with the old cadre and its 6<sup>th</sup> Pay Commission salaries. There is as yet no attempt to revise the Samvida Shala Shikshak salaries which were last revised in 2011 – prior to the revision of the Adhyapak cadre.
- In spite of these attempts and a process of huge recruitments large numbers of posts still lie vacant – probably because the starting salaries of the SSS is not attractive enough and the cost of private teacher education is very high. What is of concern is that the actual number of primary school teachers in the government system has declined during the previous year from about

2,62,000 to about 2,30,000 despite large scale recruitment – even though the recruitment did not fill the required posts.

- The attempt to localize the cadres has both positive and negative fallouts - while it has reduced the disturbance from frequent transfers and using transfers as a punishment, teachers feel that their mobility has been restricted and they have a sense of stagnation.
- Even though there is 50% reservation for women within all categories in recruitment to the Samvida Shala Shikshak, it is clear from the chart above that this does not translate into the cadre having 50% of women. One of the reasons 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, while the SC, ST and OBC reservations continue into the Adhyapak grade.
- Another matter of concern is lack of growth and stagnation in career of teachers particularly Primary School Teachers as there is no way in which they can see a career path into teacher education and curriculum development. In-service training has also reduced drastically in the last few years.
- The position and autonomy of the teacher in Madhya Pradesh has been further undermined by a lack of academic support on the one hand and an increase in monitoring on the other.

## **Chapter Two: Data and Methodology**

### **2.1 Scope of the Study**

The study attempts to document the terms and conditions of service, the working conditions, the career progression, the grievances and redressal system of the government Elementary and Secondary school teachers. It covers the following aspects.

- Types of teachers
- Eligibility Conditions and Recruitment process
- Salaries and non-salary benefits
- Promotion, career progression and incentives
- Grievances and Grievance Redressal
- Issues of concern of teachers and teachers unions.

### **2.2 Geographical Coverage**

This part of the study covers the policies and practice regarding the above in the State of Madhya Pradesh. To study the specific aspects, the study looked at the district of Hoshangabad.

## 2.3 Methods Used For collecting data

- Extracting information from Scrutiny of secondary sources –
  - ✓ Official gazettes
  - ✓ Notifications
  - ✓ Orders from government, Directorate, District Education offices, Local bodies etc. –
  - ✓ Various web based sources – viz. MP education portal; Teachers Portal, Panchayat and NagariyaNikaya and Tribal Welfare department etc.
- Interviews and Group Discussions:
  - ✓ with State and District officials associated with teacher recruitment, deployment and supervision processes under permission from the State Government
  - ✓ Focus group discussions with teachers of different cadres. (We have not been able to do the one with women teachers separately.)

Most of the work was done at State level – group discussion with teachers was done in Hoshangabad district.

## 2.3 People Interviewed:

**State Level:** At the State level, people interviewed included the following Joint Directors, Additional Directors and Deputy Directors of different departments at the Directorate of Public Instruction, Coordinator of Teacher Training and Trade Union leaders of the Shikshak and Adhyapak Unions.

**District Level:** At the District Level, Joint Director and District education Officer were interviewed and Focused Group Discussions were held with teachers of Adhyapak Samvarg, Lower Division and Upper Division teachers, Women teachers of all categories, Trade Union persons of all categories.

## 2.4 Limitations:

The sequence of policy and orders are important as norms keep changing, but this sequence is not always easily available. While the education portal made many of the orders and documents easily available, many earlier documents were sometimes not available and updating of data has a time lag. Since 2007 the documents are more easily available, but some documents prior to this are not available on the portals but are still valid. Also some latest data is not made available yet for example the latest position of number of teachers.

Hence, we don't have documentary evidence for all issues and have had to rely on interviews and group discussions and personal information from people. The complexity of the system has been very difficult to wade through and make sense of for each of the aspects – and one has had to cross check constantly.

Relevant policies and orders are constantly changing. For example the State Report Cards for 13-14 have just become available and show some pertinent changes in crucial trends like enrolment. There are still some gaps that we have pointed out in the report.

Private teachers which are about 40% of the Teacher force have been left out totally from the study – which would be a severe limitation of the study. We were not able to organize Focus Group Discussions SC and ST teachers.

The study has also not looked at Headmasters and at teacher development in much detail.

Because of the present complexities of the teacher cadres – it has been difficult to come to a clear understanding of issues – we have tried our best but there may remain some confusion still.

## **Chapter three: Historical Context**

### **Introduction:**

The period from 1995 to 2005 saw rapid changes in education policy in Madhya Pradesh including the Internationally funded District Primary Education Program, (DPEP) Education Guarantee Scheme (EGS) and the People’s Education Act or Jan Shiksha Adhinyam 2002. This was also the period of decentralization through the Panchayati Raj Act. While this period did strongly voice the need to universalize both access and quality through providing schools in remote areas and curricular reform, it also saw initiatives that may have worked to undermine quality in the long run.

It also saw the rapid decadreization of regular teachers through putting an end to recruitment in the regular teachers’ cadre, large scale recruitment of local teachers at low pay through local bodies. The period 2005 to 2014 has seen a process of re-cadreisation of teachers, albeit in a somewhat complex way. This has also been as a response to increasing pressures from teachers’ Unions.

### 3.1 De-cadreization of Teachers

1995-2005: The government school teachers' cadre is perhaps the largest government cadre in any state. It used to be a single district level cadre instituted by the State government. The teacher like any other government employee was permanent with promotional avenues but very few chances of losing her job if she performed with a modicum of regularity and moderate effectivity. In service professional development was minimal.

Pressure for universalisation, (non-refusal of admissions) had begun in the previous decade but was yet to gather steam. This began to change in the late nineties. Some of the reasons that led to decadreisation may be understood in the light of these trends.

First and foremost was the implementation of 5th pay commission which placed a huge monetary burden on the government. 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 government employees including teachers, without mandating any review according to performance norms.

This led to a mindset that job security leads to complacency, which in turn led to dismantling of services to a greater or lesser extent.

(Viz. transport, civil works and infrastructure, medicine etc. has now largely been dismantled and greatly privatized).

School Education was also under increasing pressure to expand and universalize, the costs of which at 5<sup>th</sup> Pay Commission Salaries would be prohibitive. This was one of the major reasons for decentralization and decadreisation during this period.

Another historical development at that time was the promulgation of the 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the Constitution of India in 1993 made the functioning of Panchayats and local bodies with the decentralisation of some powers mandatory. The school education department in Madhya Pradesh was one of the first to be put in substantial control of the local bodies as is seen even today in the recruitment processes. The management of the School System was handed over to the second tier of the panchayati Raj System – viz, the Janpad Panchayat.

The form that this took was

- Stopping all recruitment in the regular teacher's cadre – the Shikshaks – LDT, UDT etc. This was completely stopped in 1998 and it was declared a dying cadre.
- Recruitment of Gurujis and Shiksha Karmis through the Janpad Panchayats.
  - ✓ 1994 - 1996 Shiksha Karmis – advertisement through beating of drums at Panchayat level, selected list sent to Janpad for selection
  - ✓ Salary Rs. 500 appointment for 10 months. Extra Rs. 100 for education diploma.
  - ✓ Opening of EGS schools to provide immediate access. EGS Gurujis also paid at same level and recruited locally.
  - ✓ From 1997 Shiksha Karmis were recruited for 3 years probation period at a stretch and were given DA along with a Basic.
  - ✓ In 2001 there was an order passed to absorb those who had completed the probation period satisfactorily, into the regular cadre. After this there have been no recruitments into the Shiksha Karmi or Guruji cadre. The EGS schools have also been absorbed into the Primary School system.
- Recruitment of Samvida Shikshaks from 2001 (under the Samvida Shala Niyoki evan seva ki shartein 2001/2005 and 2002/2005)
- A new cadre called the Adhyapak Samvarg was formed after the Dube committee report in 2007.



### **3.1 Teachers Movement, retirement and its effect on regularization.**

As regular teachers began retiring there were gaps that were emerging. Parallely there were agitations by Shiksha Karmis and Gurujis for regularization. The teachers' unions in Madhya Pradesh are not very active or united. Hence their effect has been muted. Still it has had an effect on regularizing the Shiksha Karmis into Adhyapak. There are about 12 recognized unions – different for different cadres – sometimes their interests don't match too. There was one major agitation for increase of pay and regularization by the regular teachers in 1998. The Shiksha Karmi Union was formed in 1995 and its first major agitation for regularization was in 1998-1999. As late as 2007 about 38,000 Gurujis - the EGS teachers, agitated for regularization. But it has also put pressure on the government for their regularization and now all of the Shiksha Karmis and Gurujis have been regularized. The last major agitation was in 2013 – for equal pay for equal work. Schools were closed for 12 days. The result was some increase in pay of the Adhyapak and a plan of merging with the regular grade in 4 years time. In 2007 DP Dube committee gave a report for building a teachers' cadre. Most of its recommendations were accepted and notified as the Adhyapak Samvarg cadre rules 2008.

### **3.2 Recadreization- From shiksha Karmis to Samvida Shikshaks to Adhyapak**

- The Samvida Shikshak has been recruited since 2001 for a period of 3 years (instead of the Shiksha Karmi's 10 months) with an extension of three years on successful completion of first appointment – in 2001 and 2003 they were recruited through local bodies, in 2008 the first State level recruitment test was held by the State Professional Recruitment Board and the first TET was held in 2011

- The Adhyapak samvarg was formed in 2008 – through the absorption of Samvida Shikshaks and ShikshaKarmis into a regular albeit lower pay scale than the regular teachers
- As of now there is a provision to absorb Samvida Shikshaks in the relevant Adhyapak samvarg after successful completion of 3 years
- Through interim relief over 4 years, the Adhyapak samvarg will get the regular pay scale by 2017
- All Gurujis eligible for absorption have been absorbed into the Samvida Shikshaks and thereafter into the Adhyapak Samvarg.

## Discussion:

The history of the teacher in Madhya Pradesh has been a history signifying the contention between professionalization and internal accountability for quality education and external accountability and monitoring based work of a generalist nature –where any and every local person is eligible to be a teacher.

Even prior to the decadreisation process of 1998, the previous cadre had been constituted by people who had earlier been taken at the local level and then regularized. In the 1980's there were many Primary school teachers who were class 8 pass and others who taught at middle school level with high school qualifications. Teachers were sent for professional D.ed training after recruitment on a roster system. Since this history was not too old and had shown very committed teachers even if with less qualifications, the change to Gurujis and Shiksha Karmis was welcomed by many particularly from the parent community. Though the RtE Act has become much more strict about qualifications, (the Central Government did not extend the period for which there could be recruitment without professional qualifications and that is one major reason why there has been a huge gap in the number of teachers recruited.

## Chapter Four: Recruitment

As mentioned in the Chapter 3, Madhya Pradesh has 3 cadres of teachers The SamvidaShaalaShikshak (SSS), The AdhyaapakSamvarg and the ShikshakSamvarg. Apart from these three cadres, there is a facility to appoint for short periods, guest teachers at the school level.

The recruitment of teachers in MP has changed during the last 20 years or so, giving rise to these various cadres. The cadres are constituted through different processes and therefore the 'recruitment' of different cadres also follows different processes.

The Shikshak cadre is the old cadre of teachers held 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 have been no more recruitments to this cadre since 1998.

Direct recruitment today 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 SamvidaShalaShikshaks and their absorption into the Adhyapak cadre, including the criteria for selection for bothcadres both.

### 4.1 Recruitment norms for Samvida Shala Shikshaks and Adhyapak Cadres of Teachers

The Samvida Shala Shikshak cadre is constituted of three levels – Grade III at the primary School level, Grade II or graduate teacher at the Middle school and Secondary Level and Grade I for Higher Secondary Level

**Table 4.1: Overview of the recruitment norms for SamvidaShalaShikshak and AdhyapakSamvarg**

<b>NORM</b>	<b>ADHYAPAK SAMVARG</b>	<b>SAMVIDA SHALA SHIKSHAK</b>
<b>Age (in years)</b>		
<b>Minimum</b>	21	18 (Grade III) 21 (Grade I & II)
<b>Maximum</b>	35	35
<b>Relaxation</b>		<ul style="list-style-type: none"> <li>• 10 years for women (+ 5 for widows and divorcees)</li> <li>• Guest teachers/ part time vocational teachers, earlier samvida who have not been taken into adhyapak + 5 up to 15 years</li> </ul>
<b>Retirement</b>	62	Recruited on three year contract for a fixed amount.
<b>Education Qualifications</b>		
<p>Grade III (Primary Schoolteachers)</p> <p>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</p> <p>Grade II (Middle schoolteachers)</p>		

<p>Graduation in the concerning 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</p> <p>Grade I (Higher Secondary schoolteachers)</p> <p>Post Graduation in relevant subject + B. Ed. or any equivalent Degree. Second preference:</p>	
<p><b>Relaxation:</b> 5% less for SC/ST/OBC/and disabled in qualifying marks for the qualifying educational qualifications.</p>	
<p><b>Eligibility:</b> Common Eligibility for all three Grades: Compulsory to pass SamvidhaShalaShikshakPatrataPariksha (TET) with qualifying marks as 60% for general category and 50% for SC/ST/OBC and disabled.</p>	
<p><b>Reservation</b></p>	
<ul style="list-style-type: none"> <li>• 50% reservation for women (within each category)</li> <li>• 6% for persons with disabilities (visually impaired 2%; hearing impaired 2% and physically disabled 2%-within each category)</li> <li>• SC/ST: As per the current rules of the State govt.</li> <li>• 10% for ex-servicemen</li> </ul>	
<p><b>Grade</b></p>	<p><b>Appointing authority</b></p>
<p><b>Grade III</b></p>	<p><b>Janpad Panchayat/ Municipal Council or Corporation</b></p>
<p><b>Grade II</b></p>	<p><b>Zila Panchayat/Municipal Council or Corporation</b></p>

## 4.2 Recruitment process of the Samvida Shala Shikshak Cadre

Recruitment of school teachers and constitution of their cadres in Madhya Pradesh is an elaborate process today, after the passing of the RTE Act and after the NCTE (National Council of Teacher Education), a statutory body, has mandated that there be an eligibility test for teachers at all levels. Since two main cadres constitute the school teaching profession in Madhya Pradesh today – the SamvidaShalaShikshak and the Adhyapaksamvarg, the constitution of these two cadres and their replenishment, constitute the recruitment processes for teachers.

**Figure 4.1: Recruitment Process for SamvidaShikshak**

After a decision is taken at the Cabinet level that teachers' vacant posts are to be

- Announcement of Teachers Eligibility Test
- Online Applications for TET
- Results of TET
- District wise collation of school-wise vacant posts and advertisement at District level

filled, the process begins with the announcement of the Teachers Eligibility Test or SamvidhaShikshakPatrataPariksha as it is called in Madhya Pradesh, for which applications are invited online by the Professional examination Board or Vyapam. The Eligibility Test is held subject-wise for SSS I and II and there are two papers one on foundational subjects and one on pedagogy for the SSS III.

After conducting the examination, the results are announced through merit lists of those who have cleared the qualifying marks of 60% for general category and 50% for SC, ST, OBC, and disabled.

Collation of vacant posts at the district level is done by a committee set up for the purpose, under the chairmanship of the District Collector to collate all vacant posts at the district level as mandated by MP Panchayat SamvidhaShikshak (NiyojanevamSamvidhakiSharte) Niyam, 2005. The committee also consists of members from the Panchayat/ Municipal Corporation. This Committee then issues an estimate of the quantity of vacant posts for the Samvidha Shikshaks of all the three grades in a particular District.

These estimates are based on the per school calculation on the basis of enrolments in a particular school, as per the RTE 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 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 and candidates are invited to come for counseling bringing along their original certificates for verification.

This is quite a tedious multi step process and has taken more than two years and still posts in some categories have not been filled.

The present process was done for the first time – there may be some changes in the next round of TET – if so they will be notified. What is outlined here is the last round of process.

#### **4.2.1 Application and Eligibility Test**

The government of Madhya Pradesh conducted MP TET for those candidates aspiring to become Elementary and Secondary schoolteachers. The Professional examination Board (VyavsayikPariksha Mandal or Vyapam) announced the dates and application criteria for the Teachers' Eligibility Test or TET and is responsible for the conduct of the Test. There has been one TET according to the post RTE NCTE rules – in January – February 2012, recruitment and appointment in two rounds were just completed in August 2014. The applications were invited online and apart for the face to face test all other processes were held online. The online process has



made this system transparent and efficient.<sup>8</sup> Preparations are on for the 2014 Test which may have some changes on the anvil.

**Eligibility and Qualifications for Madhya Pradesh TET (NCTE<sup>9</sup> recognized)-** The notification of 2012 states that all candidates appearing for MP TET should have the qualifications outlined above in the eligibility conditions for each grade. In addition, those appearing in the final year of the qualifying examination are also eligible to give the TET exam.

- Results were declared on the online portal and advertisement for vacant posts is issued by the DPI. DPI also takes the responsibility of consolidating all the advertisements for the local bodies in order to avoid redrafting and duplication of work.

#### **4.2.2 Reservation Policy for candidates**

- *Vertical Reservation* for SC/ ST/OBC is done based on the population density of the particular group in the district.
- *Horizontal Reservation* Within each category – unreserved and reserved for SC/ST/OBC 50% for Women in every category; Ex-Servicemen 10%; Persons with Disability 6% (within category: visually Impaired 2%, Hearing Impaired 2%, Physically Disabled 2%); and for any other categories Government notifications as issued.
- Particularly backward Scheduled tribes, certain extremely backward tribes from certain districts and blocks eg Sahariyas of the northern region, Baigas of the mahakoshal, and Bhariyas of Tamia Block if they

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<sup>8</sup><http://www.vyapam.nic.in>

<sup>9</sup>The National Council for Teacher Education as a statutory body came into existence in pursuance of the National Council for Teacher Education Act, 1993 (No. 73 of 1993) on the 17th August 1995.

fulfill the educational qualifications, will be appointed without any of the above said processes, wherever they may want to apply.

**Table 4.2: An overview of the applications and dates of the Teachers Eligibility Tests held in 2012**

S.no.	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.
1	SSS (Grade I)	142,475	67,045	134,465	15,538	9730
2	SSS (Grade II)	389,938	151,629	357,042	40,353	21,969
3	SSS (Grade III)	13,03,003	79,861	12,21,489	464,685	36,481
4	Total	18,355,416	298,535	17,12,996	520,576	68,180

S. no.	Cadre	Date of examination	Date of announced Result	Date of Revised Result
1	SSS (Grade I)	04-12-2011	21-01-2012	04-08-2012
2	SSS (Grade II)	19-02-2012	06-08-2012	--
3	SSS (Grade III)	22-01-2012	25-04-2012	04-08-2012

While it is very clear from the advertisement for the TET that applicants with the above mentioned professional qualifications (viz. B.Ed and D.Ed) need apply, yet it seems strange, as is evident from the table above, that applications were not only accepted from people without the said professional qualifications but were allowed to appear for the TET exam. while only about 80,000 of the over 13,00,000 applicants for grade III had professional qualifications, over 12,000,00 sat for the

exam. There could be only one other possibility, that those who sat for the exam, were in their final year, but this explanation seems unlikely as about 4,65,000 cleared the exam, which is 400% more than those having the qualifications and since out of those who had D.Ed and B.ed only 50% cleared the TET.

However, this situation has been explained by an official as follows: It was decided in 2011 to recruit SamvidaShikshaks. The RTE Act section 23 allowed for permission to be granted by the central government to recruit untrained teachers if trained teachers were unavailable. The MP government applied for this permission to the central government and was granted permission to do so till March 31<sup>st</sup> 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 2015. The State Government asked for extension of permission beyond March 2013, for recruiting those without professional qualifications. This extension was not granted, there are a large number of vacant posts of teachers, even after 2 rounds of recruitment.

**Table 4.3:No. of posts of teachers vacant in each Grade even after 2 rounds of recruitment**

Grade	Subject	Post adv in 1 <sup>st</sup> round	Post filled in 1 <sup>st</sup> round	Post adv in 2 <sup>nd</sup> round	Post filled in 2 <sup>nd</sup> round	Post vacant for next round				
						SC	ST	OBC	UR	Total
SSS Grade II	Hindi	1353	1030	323	54	0	269	0	0	269
	English	5303	1226	4076	225	699	1138	464	1551	3852
	Maths	4855	1167	3684	152	590	1768	0	1178	3536
	Science	2668	1663	1003	23	0	982	0	0	982
Grade III		46935	22,282	24,629	9020	2463	11,566	-	1604	15,633
<b>Total Grades II &amp; III</b>		61,114	27,368	33,715	9474	3752	<b>15,723</b>	464	4333	24,272

### 4.2.3 Selection and Merit lists

The results were announced category wise on the MP online website and the education portal website in order of merit according to the marks obtained in the TET. In the first round only those who have a professional eligible qualification were asked to put in their preferences in descending order, for the local body – Janpad or Municipal Corporation of their choice. Only the marks in the TET exam are taken into account for making the merit list. Each candidate could apply for as many local bodies in as many districts as they like. Thereafter

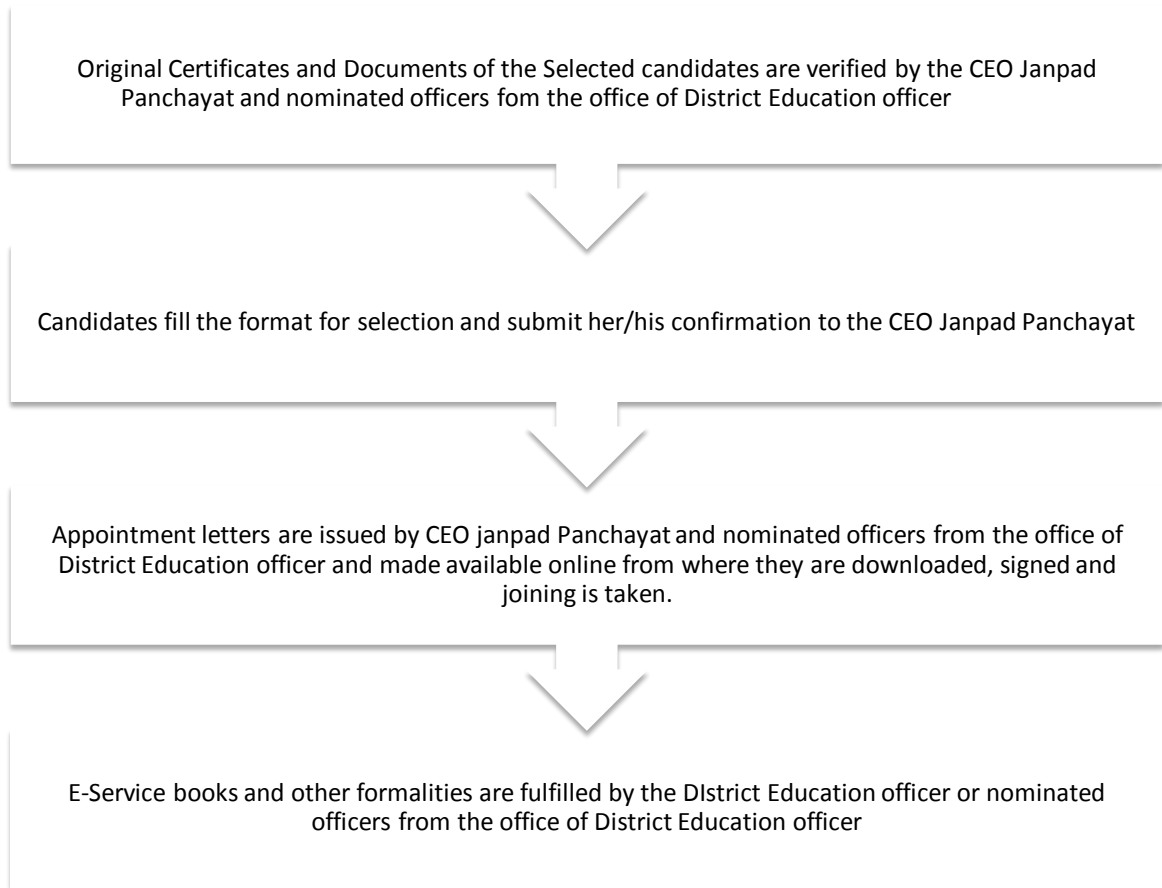
each candidate had to get their qualification papers verified and would be given a registration number. On the basis of this registration number, they were required to register their preferences for possible posts which are revealed in a drop down menu, through a kiosk set up for the purpose. The candidate has to fill in order of priority, all the available posts, only then his submission would be accepted.

#### **4.2.4 Appointment and joining**

Once all the preferences come in through such a process, a combined merit list is made in which the candidate is given his highest priority. He then has to take his papers and join where he has been given appointment and fill in the website that he has joined.

An online list is generated after the completion of the entire recruitment process and the candidates are made available this list. The appointing authorities (CEO, Janpad Panchayat and Zila Panchayat/Municipal Corporation) have been provided with login usernames with passwords for the online portal from which orders are downloaded and have to be signed within a timeframe of 48 hours. The system as such ensures strict compliance of these rules and leaves no scope for non-performance. Finally, the verified allotment list of the candidates is declared online.

**Figure 4.2: Counseling process and Joining<sup>10</sup>**



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<sup>10</sup>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)

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This complicated process has taken more than a year to complete the first round and two years to complete the second. The TET exam merit list had a validity of two years which is now over. So the next round of eligibility test will be done in 2015, for which the decision has been announced.

#### **4.2.5 Recruitment on Compassionate grounds**

Recruitment under Compassionate grounds is to grant appointment on compassionate grounds to a dependent family member<sup>11</sup> of a Government servant (here a teacher) dying (including death by suicide) in harness or who is retired on medical grounds, thereby leaving his family in a financial crisis, to relieve the family of the teacher concerned from financial destitution.

The appointing authority may hold back up to 5% 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

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<sup>11</sup> 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

grounds. A person selected for appointment on compassionate grounds should be adjusted in the recruitment roster against the appropriate category viz SC/ST/OBC/General depending upon the category to which he belongs. For example, if he belongs to SC category he will be adjusted against the SC reservation point, if he is ST/OBC he will be adjusted against ST/OBC point and if he belongs to General category he will be adjusted against the vacancy point meant for General category.

Appointments made on grounds of compassion should be done in such a way that persons appointed to the post do have the essential educational and technical qualifications and experience required for the post consistent with the requirement of maintenance of efficiency of administration.<sup>12</sup>

### **4.3 Constitution of and recruitment into the Adhyapak cadre**

The Adhyapak Samvarg or cadre was constituted in 2007<sup>13</sup>, on the recommendations of the DP Dube committee. The cadre consists of three levels of

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<sup>12</sup> In SSS recruitment on compassionate grounds will exempted from taking the eligibility test. All other rules for regular SSS teachers will be made applicable to recruited teacher on basis of Compassion

<sup>13</sup>vide order Madhya Pradesh Panchayat AdhyapakSamvarg (Niyojanvamsevakishartein) Rules and Madhya Pradesh urban local body adhyapaksamvarg (Niyojanvamsevakishartein) Rules 2008 dtd. 17<sup>th</sup> September 2008



teachers which are equivalent in qualifications to the SSS grade I, II and III as follows:

**SSS III** Sahayak Adhyapak Primary School and Middle School teacher.

**SSS II** Adhyapak Middle School and Secondary School teacher

**SSS IV** Arisht Adhyapak Higher Secondary School Lecturer.

The cadre has no direct open recruitment. 50% of the posts are filled by the Samvida Shikshak of the parallel grade viz. SSS III to Sahayak Adhyapak and SSS II to Adhyapak – after completion of 3 years of service and fulfilling the following criteria called Vastuparak or objective moolyankan:

#### **4.3.1 Eligibility**

1. The class(es) taught by the SSS must have attained the following results in the examinations – 50% pass for classes 1 to 5; 40% pass for classes 6 to 8 and 30% pass for classes 9 to 12;
2. They should have the requisite professional qualifications (viz. 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.

#### **4.3.2 Recruitment Process**

There is enquiry or chhaanbeensamiti comprising of CEO Zila Panchayat (Chairperson), CEO Janpad Panchayat and an officer from the SC ST category (members) and DEO or Joint Commissioner Tribal Welfare (for Tribal Welfare Department schools) as secretary. The chhanbeensamiti goes through the form of each applicant with the above information and if found correct, proposes the name of the candidate for absorption into the appropriate level of the Adhyapak cadre.

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, on the successful completion of which they would be confirmed. But this was never implemented.

If a SamvidaShikshak failed to acquire the requisite professional qualifications in the first three years, s/he was given an extension of 3 years as SSS.

If, however, s/he had a disciplinary action taken which was found valid or if her result was not of the requisite quality, s/he was neither absorbed in the Adhyapaksamvarg nor given an extension in the SSS samvarg. In case there was a pending case of disciplinary action without a verdict, s/he was given an extension and if cleared, was appointed in the AdhyapakSamvarg.

50% of the Adhyapak and VarishtAdhyapak posts are filled through promotion of SahayakAdhyapak and Adhyapak into the next level after completing 7 years of service, who also complete the eligibility conditions of the Adhyapakvarg and theVarishtAdhyapakvarg – viz.graduation/postgraduation and B.Ed. There is a

5% relaxation in the %age requirement for the ST, SC, OBC and Disabled categories. This will be dealt with in more detail in the Promotion chapter.

#### **4.3.4 Reservations**

Reservations for SC, ST, OBC are as per 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 and other categories.

### **4.4 Recruitment of Atithi Shikshak**

Atithi or guest teachers can be appointed on a per diem basis funded by the State government. The criterion for appointing Atithi Shikshaks is as follows:

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

The following process is adopted for appointing Atithi Shikshaks.

A panel of qualified and appropriate candidates is prepared through a process consisting of:

- An advertisement in State Newspapers

- On the basis of this advertisement candidates apply to the Headmaster of the said schools, local level candidates are also encouraged to apply through a notice on the school notice board.
- The School head and the Parent teacher association prepare a panel in order of merit for particular subjects for the middle and high schools and in general for primary schools.
- Whenever there is a vacancy for a short period, someone from the panel is appointed.
- The panel is valid only for the period of an academic year<sup>14</sup>.

## 4.5 Conclusion and Issues

The whole process of recruitment of contract teachers – the Samvida Shala Shikshak and the new cadre of teachers – the Adhyapak samvarg is quite complicated. While it is organized by the school education department and the Tribal Welfare department, the appointment is made to a school by the local body and the cadre is maintained within the local body.

It is ironical that one round of recruitment of contract teachers based on TET took over 2 years and has still left over 50,000 vacancies – about 24,000 of the advertised

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<sup>14</sup> Vide vidya/S/15/2010/779 dtd1.08.2010

posts not filled and a reduction of number of teachers between April and August by another nearly 25,000.

The main reasons for the lack of recruitment seem to be a) non availability of trained teachers in general and of those only a small proportion could clear the TET b) for SSS grade II and I which are done on subject basis, appropriate candidates were not found for the Math's English and Science posts for SC and ST and for the grade III posts even in the general category.

The large difference between April and August figures point perhaps to the fact that those appointed and joining are also leaving if they get better opportunities.

The online process has made the recruitment quite transparent and the people are quite happy with it. However, this and the high cost of a professional teacher education degree, has made the SSS cadre in MP unattractive, particularly since other States are recruiting directly on scale.

## **Chapter Five: 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 today, while serving at a particular level in a particular cadre. On appointment on promotion to the next level, as the vacant posts are usually in another school, the candidate has to move.

In the SamvidaShalaShikshak cadre, no transfer of any sort is allowed.

Madhya Pradesh has a separate Transfer Policy for Regular Teachers than for the AdhyapakSamvarg. Teachers are transferred on request and 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, Madhya Pradesh, in this regard issues all rules<sup>15</sup>. The rules for the general government employees are applicable to all levels of the Shikshak cadre.

## 5.1 Transfer policy for AdhyapakSamvarg

The transfer policy for the AdhyapakSamvarg seems to be changing according to need. Outlined below are the policies for 2008 and 2014.

### **5.1 (a) Terms and Conditions for Voluntary Transfer under AdhyapakSamvarg 2008<sup>16</sup>**

#### 5.1.(a) 1. Procedure for Voluntary Transfer under AdhyapakSamvarg

- (i) This transfer policy would be applicable to transfers within a local body whether rural or urban.

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<sup>15</sup>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)

<sup>16</sup>Transfer Policy under District and Janpad Panchayat for AdhyapakSamvarg Cadre *on request basis* is issued in Order-

M.P. Government, School Serial No. F-1-75/2008/20-1, dated 28-06-2008,

- (ii) Firstly, information regarding cadre-wise and subject-wise vacancy of posts in various schools must be made available on the notice boards of Office of the Collector, Zila Panchayat office, Janpad Panchayat office, Zila Education Magisterial office and Assistant Commissioner; Tribal Development/ District Coordinator; Tribal Welfare. This information must also be uploaded on the website of School Education Department, Tribal and schedule Caste Welfare Department and SarvShikshaAbhiyaan by July 5, 2008.
- (iii) All applications regarding voluntary Transfers are allowed to place their requests by July 18, 2008.
- (iv) Posts that have been left vacant after the first round are allowed to be advertised by July 25, 2008 and the information regarding this to be sent to the Zila Education Magisterial office and Assistant Commissioner, Tribal Development/ District Coordinator, RajyaShiksha Kendra/Commissioner, Directorate Public Instruction/Commissioner, Tribal welfare by July 28, 2008.

#### 5.1.(a)2. Transfer policy and Priority List for Transfer

- (i) Any Person (or Spouse) suffering from cancer, brain tumor, open- heart surgery, by-pass surgery, paralysis or kidney transplant
- (ii) Persons with Disability with more than 40% disability
- (iii) If both husband and wife are in government service/ sthaniyanikaya be transferred to the same location
- (iv) Women who are widowed or Divorced
- (v) Other categories of women
- (vi) Other categories of men

In case of more than one application for the same post priority will be given to the applicant with seniority

**5.1(a) 3.Time Limit**

All transfers had to be completed by 25<sup>th</sup> July 2008.

**5.1. (a) 4.Application of transfer policy only to ShikshaKarmi/  
Samvidasalashi**

Transfer policy is only applicable to those ShikshaKarmis/Samvidashalashikshas who have been appointed into the AdhyapakSamvarg.

5.1.(a)5. Transfer orders shall be issued by the CEO of Janpad Panchayat for SahayakAdhyapak and CEO Zila Panchayat for Adhyapak and VarishtAdhyapak.

5.1.(a)6 In case of any dispute the Transferred teacher can complain to the District collector and the District Collector will seek the solution

5.1.(b)Updated Transfer Policy 2014 for AdhyapakSamvarg<sup>17</sup>

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<sup>17</sup>F1-36/2014/20-1 dtd. Sept. 22 2014



#### 5.1.(b)1. Jurisdiction:

This transfer policy has been made particularly so as to streamline case to case based **inter district** transfers and make it more transparent and is applicable for inter local body and inter district transfers. It is applicable to only rural cadres and not to urban cadres.

#### 5.1.(b)2 Eligibility

Women, more than 40% disabled (recruited under the disabled condition) and mutual transfers.

5.1.(b)3 Conditions of transfer: 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.

#### 5.1.(b)4. Process of `transfer:

- i. The information regarding posts vacant after the recruitment of SamvidaShalaShikshaks is to be put up online level wise (varg 1,2, 3 and subject wise) on the education portal and in all relevant offices of the district.
- ii. The candidate interested in transfer has to apply online with the necessary documents – viz. the NOC from the institution where serving and if recruited under the disabled quota – a copy of the document regarding recruitment, a copy of the absorption or samviliyan into the Adhyapak cadre. There is a given format for both the transfer application and the NOC.

- iii. The priority for transfers under the 2014 policy is the same as the 2008 policy.
- iv. The competent authority for inter district transfers are to be granted by Commissioner Public Instructions for School Education department and Commissioner Tribal Welfare for Tribal Welfare department. For transfers within the district but from one local body to another the competent authority for permission is the collector – but on the recommendation of the Prabhari Mantri.
- v. 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 – 2012<sup>18</sup>**

The Shikshak or regular cadre is governed by the transfer rules of the State government employees 2012. Transfers are open only between 1<sup>st</sup> May and 15<sup>th</sup> June of every year. There are some exceptions for which transfers are allowed during the year – these include promotions and filling of posts and rationalization. These transfers are of two types – administrative and voluntary. Administrative transfers are of two kinds – for rationalization and for punishment. In the shikshak cadre any person 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 done. Under normal circumstances, disabled persons are not transferred.

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<sup>18</sup> F 6-2/2012/F/9 dtd 1-5-2012

Voluntary transfers are done either on compassionate grounds – priority being granted to women, widows, divorcees, ill persons, disabled etc. (same as the priority list for AdhyapakSamvarg). These are done against vacant posts. There are also mutual transfers. All voluntary transfers are on candidates own costs. Inter district transfers are usually on mutual basis. By application that the Shikshak cadre is a district cadre , 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.

**Table 5.1: An Overview of Transfer Norms**

<b>NORMS</b>	<b>ADHYAPAK SAMVARG</b>	<b>SAMVIDA SHALA SHIKSHAK</b>	<b>REGULAR TEACHERS</b>
<b>Timing of transfers</b>	There does not seem to be any date for transfers in the new 2014 policy In 2008, when decision regarding AdhyapakSamvarg transfer was taken – transfers were opened in July 2008.		Open only between 1 <sup>st</sup> May and 15 <sup>th</sup> June every year.
<b>Priority List</b>	On request Transfers: <i>VaryiataKram</i> - Priority List Any Person (or Spouse) suffering from cancer, brain tumor, open- heart surgery, bypass surgery, paralysis or kidney transplant Persons with Disability with more than 40% disability. If both husband and wife are in government service/ <i>sthaniyanikaya</i> be transferred to the same location Women who are widowed or Divorced Other categories of women	No transfers allowed.	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.

	Other categories of men		Priority for voluntary transfer is same as in AdhyapakSamvarg.
<b>Competent Authority</b>	<p>All matters related to Transfer and Deployment at <b>Inter District level are dealt by commissioner Public Instruction or Commissioner Tribal Welfare depending on management of the Institution</b> and for Intra <b>District level between one local body and another - by the Collector</b></p> <p>For within the local body - VarishtAdhyapak (Grade I)- CEO, Zila Panchayat</p> <p>For Adhyapak&amp;SahayakAdhyapak (Grades II &amp; III)- the CEO Zila Panchayats</p>	There are no transfers for SamvidaShalaShikshaks	
<b>Upper limit for Transfer</b>	In a situation where one position has two eligible applications for Transfer then preference will be given on priority basis		

### 5.3. Deployment:

Deployment of teachers is usually organized through appointments, transfers and promotions. Appointments to both Samvida and Adhyapak samvarg are done by local bodies and are 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. The complicated processes of deployment through appointment and transfers have been outlined above. In this and the previous chapters and promotions will be detailed out in a subsequent chapter.

## **5.4 Issues of Transfer and Deployment in Madhya Pradesh**

Because of transfers being strongly restricted and the appointment being made to particular schools there are still large numbers of schools where there is adverse teacher student ratio and large number of single teacher schools as well. There is now a policy to transfer for rationalization particularly into rural schools, but still due to overall shortage this has not been possible. Because the freshly recruited teacher can join at a place of his or her choice, interior schools are still left without teachers as no one wants to go into the interior villages without facilities.

## **5.5 Teachers' Voices**

Teachers feel that transfers policies must include within district transfers every 5-6 years. This will give both the teacher and the student a feeling of freshness and renewed perspectives will be built for better learning opportunities.

Teachers expressed concern over distance from home to school of those teachers who are transferred to rural areas. Teachers feel that if they get residential facilities in rural areas it would be very helpful for them and they wouldn't then have to travel long distances and also with residential apartments for teachers, transfers can be done for those who are deployed in urban areas and cross transferring can prove fruitful for teachers.

There are no substantive State policies or regulations so far that states the number of years a regular teacher can be transferred for and thus, most transfers in the State of Madhya Pradesh are done on Voluntary basis. The earlier regular cadre teachers had a policy of postings for a given number of years.

# Chapter Six: Salaries, non-salary benefits, conditions of service and other working conditions

As has been made clear in the previous chapters, the situation of school teachers in Madhya Pradesh has turned extremely complex because of a) the existence of 4 different categories of teachers and each category being governed by different norms and conditions of service. B) These conditions and norm have been changing and continue to change frequently. We try here to capture the salaries and working conditions of the different categories of teachers and the discrepancies therein, prior to the process of convergence.

There was, in 2012 and 2013, a joint massive movement with long drawn out strikes from December 2012 to February 2013 by members of the AdyapakSamvarg and SamvidaShalaShikshak unions under the banner of “*Samankarya, SamanVetan*”. Earlier too there had been strikes with some gains like beginning the regularization into the Adhyapak cadre.

There were two major gains of the above movement. The pay scales of the Adhyapaksamvarg were revised substantially in February 2013. In April of the same year, there was an announcement by the Chief Minister that the AdhyapakSamvarg would be brought on par with the older teachers’ cadre. This was executed in September 2013<sup>19</sup>. The Urban Administration and Development Department in an Order dated September 4, 2013 stated that the salary grades of Adhyapaksamvarg would be made at par with the regular Shikshaksamvarg by September 2017, through a process of annual interim relief. The chapter will explore the pay scales,

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<sup>19</sup> School Education department F-4-113/2013/18-1 dtd. 4<sup>th</sup> September 2013

allowances, non-salary benefits, retirement benefits, leaves and other related service conditions for schoolteachers of Elementary and Secondary schools.

## 6.1 Pay scales

### 6.1.1. Regular Teachers

**Table 6.1: Current Salary for regular teachers - the ShikshakSamvarg**

Serial no.	Cadre	Salary band	Grade pay
1.	LDT	5200-20200	2400
2.	Head master primary	9300-34800	3200
3.	UDT	9300-34800	3200
4.	Head master Middle school	9300-34800	3600

### 6.1.2 AdhyapakSamvarg

The AdhyapakSamvarg was constituted in 2008 and since then has undergone 2 major grade changes. In 2008 the scale of pay of the Adhyapak cadre teachers was as follows<sup>20</sup>:

Sahayak Adhyapak: Rs. 3,000-100-5,000;

Adhyapak Rs. 4,000-125-6,500;

VarishtAdhyapak: Rs.5,000-175-8,500

(Rs. 100, 125 and 175 being the annual increments respectively)

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<sup>20</sup> 39-1692-08-eighteen-3 dtd 17<sup>th</sup> September2008



In February 2013 these were changed to the following:

All AdhyapakSamvarg teachers (VarishtAdhyapak, Adhyapak and SahayakAdhyapak) have come under the revised Salary band and salaries as mentioned in the rules issued by the Panchayats and Rural Development Department on February 21, 2013 are as follows:

**Table 6.2: Salaries for AdhyapakSamvarg<sup>21</sup>**

Serial no.	Cadre	Salary band	Grade pay
1	VarishtAdhyapak	4500 - 175 - 25000	1900
2	Adhyapak	4500-125- 25000	1600
3	SahayakAdhyapak	4500-100- 25000	1250

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

Subsequently, 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 amount for 4 years.

The difference amount to be given to SahayakAdhyapaks, Adhyapaks and VarishtAdhyapaks would be as follows<sup>22</sup>:

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<sup>21</sup>F-1-3-/2013/22/pg2 dtd. 21.2.2013

<sup>22</sup> School Education Department F-4-113/2013/18-1 dtd. 4<sup>th</sup> September 2013

**Table 6.3. Converging of Adhyapak and ShikshakSamvarg**

S. No.	Duration of Service	Total Difference	Per month difference amount
SahayakAdhyapak			
1.	Upto 2 years	2,800	700
2.	Three to five years	3,200	800
3.	Six to eight years	4,000	1,000
Adhyapak			
1.	Upto 2 years	8,200	2,050
2.	Three to five years	9,000	2,250
3	Six to eight years	10,400	2,600
VarishtAdhyapak			
1.	Upto 2 years	5,400	1,350
2	Three to five years	6,200	1,550
3	Six to eight years	7,000	1,750

By September 2017 all the three levels of the AdhyapakSamvarg would be made equivalent to the ShikshakSamvarg grade as follows:

**Table 6.4 Salaries for AdhyapakSamvarg by 2017**

S.No.	Level of Adhyapak	Salary Band	Grade Pay
1	SahayakAdhyapak	5,200-20,200	2,400
2	Adhyapak	9300-34,800	3,200
3	VarishtAdhyapak	9,000-34,800	3,600

### 6.1.3. SamvidaShalaShikshak

The SamvidaShalaShikshak cadre was instituted in 2005. The SamvidaShikshaks were recruited for a period of 3 years on a fixed salary<sup>23</sup>

Their salaries were revised in 2011 as follows, but the contract period was the same. Salary is not increased at all during this three year contract period.

**Table 6.5: Revised salary for Samvida Shala Shikshak<sup>24</sup>**

Serial no.	Cadre	Salary (before 2011)in Rs	Salary (after 2011) in Rs
1	SSS Grade I	4,500	9000
2	SSS Grade II	3,500	7000
3	SSS Grade III	2,500	5000

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<sup>23</sup>NagariyaNikaya notification no.F-4-76-05-eighteen-1 dtd. 6.05.2005

<sup>24</sup>School education department F-1-31/2011/20-1 dtd. 27.07.2011

## 6.1.4. Guest Faculty

- Guest faculty appointed in Primary schools get INR 100/- per day while those appointed in Middle schools get INR 150/-

**Table 6.6: A comparative chart of Salaries of Primary and Middle schoolteachers<sup>25</sup>**

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

<sup>25</sup>See Orders attached in appendix:

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

	grade pay	{(Basic * 1.62) + Grade Pay }			basic + grade pay	Grade Pay }		
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## 6.1 Allowances

### 6.2.1 Dearness Allowance

Dearness Allowance is linked to the inflation index and is given to regular teachers – Shikshak and AdhyapakSamvarg whenever it is announced by the government for all government employees. Till last August the LDT AND UDT got 100% Dearness allowance in addition to their gross pay. Just last month, in September, the State Government hiked the DA by 7%. So now the DA is 107%.

### 6.2.2 Increments:

The Shikshak and AdhyapakSamvarg are eligible for annual increments which are different in both the scales unless it is stopped for disciplinary reasons. AdhyapakSamvarg has an increment as Rs. 100, 125 and Rs. 175 for SahayakAdhyapak, Adhyapak and VarishtAdhyapak respectively.

The ShikshakSamvarg gets 3% increment on Basic + grade pay.

The Adhyapak and Shikshak cadres get 2 advance increments for family planning operations after one child and one advance increment after a family planning operation after two children.

The SamvidaSamvarg is on a fixed salary for the period of 3 years. If the period is extended for another 3 years – a onetime 15% increase is given for the next period of 3 years.

### **6.2.3. Other Allowances:**

Travel allowances are given when teachers of all cadres are sent on training or on any official tours.

There is provision for loan and for medical insurance for the Shikshaks and the Adhyapaks.

The government has instituted a new pension scheme for all adhyapaks.

They are eligible for gratuity as well.

The SamvidaShikshaks are not eligible for any of the allowances except for travel allowance during official travel. 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/ Shikshak Samvarg/**

Since the teacher profession is a vacation profession, teachers are not entitled to earned leave except in cases where they have worked during the vacations and are entitled to earned leave. However, the vacations for teachers

are not clearly mandated. In addition, the teachers' week is a six day week, even though other State Government employees get two Saturdays off every month. With the RTE the teachers' hours of work have also increased.

- Approximately 60 days of vacations of schools, including summer and autumn and winter breaks (as per academic calendar but not as per rule) however, not all of these are vacations for the teachers, as training is held during the vacations.
- 13 days casual leave every year
- All Sundays and State Gazette holidays (no Saturday off)
- Optional leaves- 3
- 180 maternity leave for two children and paternity leave of 15 days each for two children

#### **6.4.2. Leave for SamvidaShalaShikshak**

- There is a provision for 13 days casual leave and 3 optional holidays for SSS
- Women SamvidaShalaShikshaks' shall be entitled to 180 days maternity leave
- Men SamvidaShalaShikshaks' shall be entitled to 15 days paternity leave
- The SamvidaShikshak is required to attain professional qualifications during the extended Samvida period – if s/he gets admission in regular course s/he would be entitled to leave with pay for the whole period, if admission is taken in distance mode, s/he is eligible for leave for exam. The cost of the course has to be borne by the candidate.

- No other kinds of leaves are applicable for SamvidaShikshaks

## 6.2 Retirement Benefits

Adhyapak recruited after 2011 will not be eligible for Pension but can have a contributory pension fund in collaboration with the government by means of which a lump sum amount will be given on retirement on the basis of 10% contribution by teachers and another 10% by government. This is more like a Provident Fund rather than Pension – we did not find any pension payment rules as for the regular cadres.

It is not clear, whether this will be given as a monthly pension from retirement or whether it will be given as a lump-sum amount like gratuity. A newspaper account mentions that it will be a lump-sum amount.

ShikshakSamvarg will continue to get the regular pension as per the rules of the regular government employees.

The SamvidaShalaShikshak is not entitled to any pension as it is short term contractual arrangement.

## 6.4 Working Conditions of teachers

The schools in which most of the teachers work often have very poor infrastructure, poor teacher student ratios, and in addition are made to do a lot of sundry work despite even Supreme Court injunctions to the contrary. While the elementary teacher is liable to be punished for contravening any of the provisions of the RTE, which the Secondary teacher is not under compulsion, yet there is hardly



any support for the elementary teacher. As we shall see in the next chapter there is only supervision of different sorts.

Following are some of the working conditions –

### 6.4.1 Working conditions:

#### 1. PTR:<sup>26</sup>

**Table 6.7**

Year	No. of districts where PTR is above 30	%Schools with PTR > 30 at Primary Level	% Schools with PTR > 35 at Upper Primary level	% of Govt. schools with PTR > 30 at Primary level	% of schools Govt. schools with PTR > 35 at upper primary level
2012-13	29	44.25	42.06	47.79	52.24
2013-14	23	34.88	31.17	39.19	48.39

While PTRs are shown to be declining in the Analytical tables, the number of teachers (regular + contract have been seen to have declined. There is also a decline in overall enrolments in Madhya Pradesh. Still, the number of schools with PTRs greater than that stipulated by RTE (30 for Primary and 35 for middle schools) is substantial in government school. There could be even 60 students in a class in the schools where there are children more than those allowed by RTE mandate. Add to it the fact that teachers are put on various duties

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<sup>26</sup> Analytical tables 2012-13 and 13-14

and sent for training during the school year, leaving fewer teachers than needed for the school.

## 2. Women only Toilets:

**Table 6.8: Women only toilets in schools**

<b>Schools with Women only toilets</b>	<b>Primary</b>	<b>Primary with Upper primary</b>
92.81	92.72	98.22

While these are official figures about constructed toilets, many studies have shown that functional toilets are much fewer.

## 3. Drinking water:

**Table 6.9 Availability of Drinking water**

<b>Schools with drinking water</b>	<b>Primary</b>	<b>Primary with upper primary</b>
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96.2	95.9	99.5
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#### 4. Electricity

Schools with Electricity	Primary	Primary with upper primary
23.1	10.4	80.2

### 6.5 Conclusion and Issues :

As can be seen from above, there are major differences in salaries between teachers with the same qualifications teaching at the same level – for the elementary school teacher this ranges from Rs. 2,500 (for a guest teacher working for 25 days a month) to Rs. 5,000 a month (SSSIII) to about Rs.15,000 for a SahayakAdhyapak and anything from Rs. 35,000 to 45,000 for a SahayakShikshak or LDT. While the Adhyapak cadre is moving towards convergence with the Shikshak, it is not clear whether by the time the convergence takes place in 2017; the new pay commission would again create a gap. The SSS cadre, which is the cadre to which fresh recruitment takes place periodically, needs drastic revision.

Other allowances are only for on duty work; things like city allowance or LTC are no longer there.

The SSS is also not eligible for most allowances that the other two grades are. The AtithiShikshakor Guest Teacher, who, in many interior schools manages most things, is the worst off both in terms of remuneration as well as leave and other facilities.

This differentiation has also become a great demotivating factor for most teachers. Working conditions though improving are still quite negative, particularly in terms of the PTRs and the regularity of students which is affected among the poor children a lot.

## **Chapter seven:**

# **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 involving the parents and community in the running of the school. Many elementary schools do not have headmasters so the senior teacher has to do the headmaster's job as well.

**Table 7.1: An overview of some of the basic roles and responsibilities of Elementary and Middle schoolteachers as per the RTE Act**

Serial No.	Norm	Elementary	Middle
1	Working days and hours		
1.1	Total working days in a year	200 days	220 days
1.2	Instructional hours for students and teachers	800 hours	1000 hours
1.3	Other activities – extra curricular, examinations etc.	In addition to above	
1.3	Working hours for teachers per week including preparation	45 hours	
2	Roles and responsibilities of school teachers		
2.1	Teaching responsibilities		
	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.	
2.2	Assessment responsibilities		
	According to RtEit 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 pratibhaparv. The teacher has to do all this as well		

2.3	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 Teachers (as taken from their job chart)

### 7.1.1(a) Roles and responsibilities of Upper Division Teachers:

- i. Being a model for students and maintaining dignity in the classroom
- ii. Performing all academic and nonacademic roles as directed by the headmaster
- iii. Prepare for teaching the allocated subjects.
- iv. Working according to the time-table prepared
- v. Maintaining attendance registers and discipline in school
- vi. Maintain records and share the same with the inspection officers

- vii. Maintaining daily diary and attendance registers
- viii. Supporting the headmaster in maintaining discipline in school
- ix. Teaching in classes VI-X.
- x. Giving homework and checking the same
- xi. Teaching all units of the textbook and provide them with proper guidance
- xii. Conduct Monthly tests, quarterly test and annual tests on time
- xiii. Make Progress cards for each child and sharing of the same with the parents
- xiv. Help in Community participation
- xv. Celebrating national holidays and festivals and other gazette holidays in school with teachers and participate in them

#### **7.1.1. (b) For Lower Division Teachers:**

All the points are same as for the UDT except

- i. Teaching classes I-VIII
- ii. Enrolling students in school

## **7.2 Nonteaching Tasks within the school**

As can be seen from the above, the elementary and secondary school teacher has to do, instructional or teaching as well as non-instructional or nonteaching tasks within the school. S/he has to contribute to the running and management of the school on a day to day basis by assisting the headmaster or in

cases where there is no headmaster, by doing the head master's tasks. Hence the headmaster's tasks have been outlined both here as well as in the next chapter on supervision.

#### Roles and duties of the head master

- i. Supervision of attendance registers on a daily basis
- ii. Keeping the school premises clean and maintenance of the infrastructure along with management of funds
- iii. Organising SMC meetings
- iv. Managing educational activities
- v. Check diaries of teachers and guide them in planning and review.
- vi. Overseeing the overall development of students and share with parents
- vii. Making sure the time table is being followed; deciding on substitution if a teacher is absent or has to be sent on work.
- viii. Regular classroom visits and supervision
- ix. Management of administrative needs of the school
- x. Making sure teachers and students receive text books
- xi. Supervising and approving teachers' issues like leaves, attendance etc.
- xii. Maintaining Cashbook and other accounts and related documents
- xiii. Organising Monthly tests, quarterly tests, six monthly tests and annual exams.
- xiv. Preparing Results in time and disseminating them.



- xv. Arranging and organizing the information for higher authorities from time to time
- xvi. Provide full support in audit or inspections
- xvii. Maintain dignity and practice good leadership skills
- xviii. Initiate and help Community participation
- xix. Organize the celebration extra-curricular activities in school, interschool and help in organizing national and other departmental with teachers and participate in them

In the absence of a headmaster a senior teacher has to perform all these functions along with teaching tasks.

While on the one hand the school organization nonteaching tasks of midday meals have reduced – these have been given to the Panchayats and SHGs, on the other hand work of CCE and record keeping, school development plans, SMC meetings etc. has increased.

Apart from the work of the school the teacher is also deployed for a number of village and district level tasks for the government, particularly data collection and registration. However, 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, this too with permission of the Education department. However, teachers in FGDs mentioned that they are being put on other duties as well and without any permission from department of education. Also important to note is that Madhya Pradesh rules for the Right to Education

Act, clause 12. 7 (Ga) gives SMC's the power to monitor that teachers are not associated with any other non-teaching task apart from the above.

Conversely, it was discovered that teachers are required to fulfill other non-teaching tasks, with the approval of the Commissioner CPI and the government (when spoken to a state level official). This is a part of the Jan Shiksha Adhinyam. This visibly shows that teachers are still given multifarious non-teaching tasks despite provisions to the contrary in the RTE Act

## 7.3 Conclusion and Issues

Most government Primary Schools have 2-3 teachers and have to manage both teaching and non-teaching tasks for the school. They are also often called to other duties outside the schools, leaving even less teachers in the school. In such situations it is very difficult to plan and execute for quality improvement. Under these circumstances the Continuous and Comprehensive evaluation scheme, this is a good academic initiative, ends up becoming an even greater burden on the teacher.

### Teaching roles

The teachers expressed their difficulty in completing the syllabus, doing the CCE and in communicating student's assessment grades and their meaning to community which is a mandate of the Right to Education Act. The shortage of teachers and delay in their appointment is causing a lot of stress to already deployed teachers.

### Non-Teaching roles

While the Right to Education Act categorically prohibits teachers 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 thus this is contradictory to the act. In practice teachers are being deployed without permission from the department.

### **Right to Education and Teachers:**

Continuous assessments and keeping profiles of students and activity based and child centered teaching requires intensive training and time to plan and organize such activities. Teachers find this a taxing and strenuous job and often land up taking work home or delaying it against regular job needs.

- There are still a large number of schools with PTR greater than that stipulated by the RTE (above 40%) leave alone a PTR that caters to the leave that may be required by one or other teacher and the time required for planning.
- State has large number of vacancies of teachers at the elementary level. Data shows that the state sanctioned posts have been decreasing over the last three years and SSA sanctioned posts have been increasing;
- There is large number 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)

- Increasing dependency on Guest teachers and non- existence of accountability system.

## **Chapter Eight:**

### **Onsite Supervision and Support, Professional Development, Career Progression and Performance Evaluation**

Teachers are the most significant and crucial resource in a school and thus very vital to raise educational standards. To build a promising career path with effective support and supervision for them can lead to substantial gain in student learning. We have seen in earlier chapters that apart from qualifications at recruitment time, there is not much that equips a teacher to meet the challenges of teaching a highly diverse group of children, diverse in terms of socio economic backgrounds, abilities, personalities and different age groups. In this chapter we

shall see whether the systems of supervision, support and professional development during service help support the teacher in this huge challenging task.

However according to a report submitted by World Bank (1997, page 147) 26 per cent of schoolteachers in Madhya Pradesh had no in-service training support. The rules of the Right to Education Act also say that Niyamitshikshaks are the only State government teachers and all other teachers come under local bodies. State government amends the service conditions for these two cadres separately.

Madhya Pradesh has launched a comprehensive quality monitoring initiative PratibhaParv in 2011- 2012, which assesses the academic performance of students, schools, teachers and districts. In addition, it is piloting a project for developing the School Quality Assessment Framework for the state and set up a School Assessment Agency to enable these assessments. Focus of the Assessment is on identifying the most common issues at the school level and providing the schools with a clear road map for improvement. There are also continuous efforts at state level to improve various systems e.g. CCE/training/pedagogy.

This chapter thus looks at the in-service trainings and 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:**

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 this must be done by 2015.

Due to lack of availability of professionally qualified teachers, the government took permission to recruit teachers without the requisite professional qualifications, and has provided in-service opportunities to complete the same – whether they are SamvidaShikshaks or Adhyapaks. The MP State Government got permission from the Central Government to complete such recruitment till 2013, but did not get extension of this permission beyond March 2013. Hence the government is helping those recruited before 2013 to complete their professional qualifications. These are being done in the DIETs for two years. The trainee bears 50% of the cost (total cost works out to Rs. 200 per day) and the Government bears the rest. Of the government cost, the SSA bears 65% and the State government bears 35%.

In Madhya Pradesh professional training of teachers is yet to be completed, as there are more than 6000+ schoolteachers left who need to be covered within this year. Presently, Teachers Eligibility Test does not allow for untrained teachers to be hired but those teachers who have already been recruited, are being trained at partial government cost.

In addition, government is encouraging teachers to increase their qualifications by giving them full pay leave for upgradation of their qualifications. A recent decision of the government is that teachers will be given leave with pay for higher education. In cases where schools have two teachers one will be selected for

trainings and those schools with one teacher will have guest teachers hired. This will increase the possibility of promotion of teachers to next levels.

Apart from the efforts at getting all recruited teachers professionally qualified through in-service mode, the RajyaShiksha Kendra also provides a 10 day induction trainings to all freshly appointed Samvida Shikshaks provides regular orientation to teachers.

### **8.1.2 Other In-service trainings**

Typically the indicative range of training activities conducted at a DIET includes<sup>27</sup>:

- Induction training based on content and methodology
- In service teacher training based on subject based hard spots and general topics viz. RTE, SMC, library etc.
- In recent years academic trainings have focused on continuous and comprehensive evaluation and early reading and writing and early maths for the Primary schools

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<sup>27</sup>19<sup>th</sup> Joint Review mission, State Report: Madhya Pradesh, January 2014

- Other trainings including: Needs based, ABL training, ALM training, Science and Math kits, Madrasa training, Microsoft computer training, Edu-sat training, Orientation of CAC, Inclusive Education and Teleconferencing

However the coverage of in-service trainings have gone down drastically. According to DISE Analytical Tables 2012-13 11 percent of male and 7 percent female teachers received in service trainings in 2011-12, while Analytical Tables 2013-14 show that this figure reduced to 6% and 3.5% respectively. This figure was 48% and 32% respectively in 2008-9. This drastic change seems to be due to the budget constraints of 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 now reduced and the State is unable to take out the money for academic enrichment. The process for trainings of teachers is as follows:

- i. Modules and curricula for training is prepared by RSK
- ii. Selection of State resource persons and District resource persons through open advertisements
- iii. Cascading model of one state resource person training district resource persons and they deploy trainings
- iv. Assessment of training results is done by BRC/SRG and uploaded on Online portal in the DISE code with name and category
- v. Attendance of teachers who attend in-service trainings is recorded by DIETs. They get OD (on duty) marked in school attendance sheets.



- vi. Teachers are asked for kinds of trainings required for in-service training. Math and science is given prominence
- vii. Relieving letters are prepared and issued by DIETs
- viii. 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 has the chief responsibility for evaluating and monitoring teachers and allocating duties at school on a daily basis.

Apart from the day to day functioning of the school, the headmaster's role is one of the first supervisor, monitor and mentor of the teacher. Some of these roles and duties of the head master Vis the teacher are outlined below:

- i. Monitoring and inspection of attendance registers on a regular basis
- ii. Organizing ShikshaSamiti meetings
- iii. Managing educational activities and allocate tasks both teaching and non-teaching to the teachers
- iv. Check diaries of students and guide teachers
- v. Making sure the time table is being followed
- vi. Observing the interests and specialization of teachers and allocating tasks accordingly.
- vii. Regular classroom visits and supervision

- viii. Management of administrative needs of the school
- ix. Making sure teachers and students receive text books
- x. Approving and forwarding leave applications of teachers and maintaining the records of the same.
- xi. Cashbook and other related documents to be maintained
- xii. Organizing SMC meetings. Allocating follow up tasks
- xiii. Organizing Monthly tests, quarterly tests, six monthly tests and annual exams and allocating tasks among teachers for the same.
- xiv. Results to be prepared in time and made accessible
- xv. Higher authorities should be provided with required information in due time
- xvi. Organization of celebration of national holidays and festivals and other extracurricular activities with the help of the teachers.

### **8.2.1. Field based monitoring**

This is an important monitoring tool for improving the quality of schools and teaching. Madhya Pradesh RajyaShiksha Kendra with State Project officer SSA at urban and PRIs at village levels follow these monitoring processes that has been developed to be implemented across the State, but are reviewed and reinstated each year.

#### **Academic monitoring at field level has the following objectives:**

- To examine the authenticity of the data received through the formats

- To provide on-the-spot support and guidance to the teachers in the form of on-site training
- To coordinate with the PTAs to solve the problems that causes hindrance in the development of the schools

There is regular school visits planned for every month by various functionaries<sup>28</sup>. This is to ensure that a full day visit at school is planned and through which a supervisor assists the teacher, does learner assessment, guides teacher to improve achievement level of children and check the reports and work done in the school against the quarterly academic plan and make suggestions for improvement, which will be followed up in the next visit.

The number of supervisions done by different levels in a month is as follows:

- Every Janshikshak (CRC) has to visit all schools of the cluster in a month
- All BRCC, BAC, BGC, DPC, DGC, APCs, have to visit at least 30 schools in a month
- DPCs have to visit 30 schools in a month
- DEOs have to visit at least 20 schools in a month
- 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

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<sup>28</sup><http://www.ssa.mp.gov.in>

along with district, block and JSK levels. The DEOs and BEOs have also been given monitoring targets.

However, there is very little orientation and training about the academic aspects of monitoring and support, and as these are done often by people not directly related to teaching in the schools, they are often not able to give adequate and appropriate support to the teachers.

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

Visiting professional	Primary School	Middle School	Secondary	Higher Secondary
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 politician feels free to drop in at a school. Outside guests of the State are also taken on school visits. So many visits by un-oriented persons instead of supporting and motivating teachers often create disturbance and give contradictory messages to the teacher.

When checked against actual number of visits at a Middle school in Bhopal it was discovered that the authorities that visited this school in one year (2013-14) were much less than planned. The following levels made only 13 visits:

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

### **8.2.2. Review based monitoring**

Monthly review is done at all levels. These reviews provide an opportunity to discuss the problems and find solutions to dispel doubts arising in field based monitoring processes. Monthly review is being done at all the levels i.e. PTA, JSK, JPSK, ZSK and RSK. These monthly meetings aim at reviewing the implemented strategies and activities for achieving the goals of UEE. At the same time, this also provides an opportunity to discuss the problems and find the solutions. This provides the stakeholders a common platform to set goals and plan further strategies.

Review based monitoring includes:

- Based on data poor performing villages especially in reference to girls' enrollment, number of out of school girls, below average result, number of CWSN is identified as backward pockets. These backward pocket community and teachers meeting is being held at block level
- Monthly review has been conducted with districts functionaries at state level
- The information received from districts is analyzed by state and disseminated to districts. The performances of districts are graded and communicated to districts to improve their performance.

However, the coverage and process of review changes each year and the implementation orders are often delayed into October of the academic year – with half the year over.

**Table 8.2: Meeting calendar for review based monitoring<sup>29</sup>**

**(2010-11)**

<b>Level</b>	<b>Issues</b>	<b>Participants</b>	<b>Organizer</b>	<b>Day</b>
<b>School</b>	Enrolment, attendance, achievement level of children, incentive distribution, Dakshata	All school teachers	Senior teacher	Every Saturday
<b>Village</b>	School performance, Out of school children, incentive distribution, Dakshata	One teacher from each school	Village in-charge	28th of the month

<sup>29</sup>This information was retrieved from the online website of SSA <http://www.ssa.mp.gov.in/monitoringnsuper.htm>

<b>Jan Shiksha Kendra (Sankul level)</b>	School performance, Strategies implementation, use of grants, Civil work status, incentive distribution, Dakshata	Village in-charge	Jan Shikshak	29th of the month
<b>Block</b>	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
<b>District-DPO</b>	BRCC meeting	All BRCC, BAC, BGC	DIET	5th of the month

This was implemented only till 2010-11. Subsequently, the monitoring and support has gone through a number of changes. In one year, there were two day monthly meetings covering all schools in a block in every month, in 12-13 there were subject wise monthly meetings. The present orders only talk about the supervision visits of various functionaries, Jan Shikshak upwards looking at mainly attendance of teachers and students, implementation of schemes, collection of data, cce and pratibhaparv but no monthly meetings of teachers where teachers could share their academic issues with resource persons.

Last year and this year the monthly meetings were begun only in October.

## **8.3 Career Progression and Government support for higher qualification:**

### **8.3.1 Career Progression**

- The first step in the career of a government school teacher is to become an appropriate level adhyapak cadre teacher, for which s/he is eligible after three years of successful completion as a samvidashalashikshak of the relevant grade.
- After 5 years in a particular level of adhyapak grade – say sahayakadhyapak, a teacher is eligible for applying for promotion into the next grade if s/he has the requisite qualifications as outlined in the recruitment chapter. 50% of Adhyapak, VarishtAdhyapak and Vyakhyata levels are reserved to be filled from internal promotion. Each of these levels have subject wise vacancies – viz, language, social science, math's, science and for later grades particular science and social science school teaching subjects like Political Science, or History or Physics.
- The likelihood of promotion is dependent on the demand and supply of the particular subject. Typically a science, maths or English Language teacher has greater chances of being promoted to the next level than those of social science and other languages.
- The promotion is done on the basis of the candidate applying for the next level when the posts are announced to be filled, along with the Annual Confidential reports for the relevant years and a committee under the chairpersonship of the appointment officer of the Nagarpalik, Nagarnigam or nagar panchayat, and comprising of the DEO or Commissioner Tribal Welfare (for tribal schools), A Principal nominated by the DEO or Commissioner Tribal Welfare



as the case may be and a government official from the SC ST category, would scrutinize and select for promotion if all the papers are in order.

- The teachers of different levels are also eligible for promotion into Headmasters of Primary and Middle Schools and Principals of Secondary and Higher Secondary Schools posts, with a similar process.
- Other avenues viz. teacher educator or educational administrator posts are usually not open to elementary school teacher cadres, but can be accessed only after becoming teachers or Principals of Higher Secondary Schools.
- For those who do not get a promotion into the next level of teacher for 12 years, are eligible for what is called kramonnati – i.e they get the next level of grade within the same cadre – a kind of super time scale, with an increase in increment as well as grade pay. There are two krammonati points – one after 12 years and the next after 24 years.

### **8.3.2 Government support for higher qualifications**

General Administration Department Madhya Pradesh in a notice<sup>30</sup> for Career Progression of schoolteachers issued a set of guidelines in Session 2001-2002:

- Those teachers who wish to apply for higher education can submit an application through proper channel to the Deputy Secretary (GAD) by August 31, 2001. However, they will not be given a leave for this and no

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<sup>30</sup>GAD serial F.16-62/2001-1-7 (1) Establishment dated July 10, 2001

correspondence in this regard will be entertained after the last date of application submission. A set format will be issued which applicants will fill.

- Only those teachers will be allowed to apply for higher studies that have served for at least more than a year.
- The details of the last exam passed will have to be attached with this application by all means. Those who have not received their mark sheets for the last exam passed will be allowed to submit it on a later date.
- In case a teacher had applied to the GAD for higher education in the past they have to attach the application format with the new one.
- Those candidates who are working as ministerial staff will have to apply for permission from their parental department.
- Married women employees who have changed their maiden names to their new name will have to submit documental proof of both names only then they will receive permission to apply.
- There is no surety that those who applied to GAD will get desired permissions and in this case candidates should wait for the list before paying fees at colleges.
- The above is a dated process; we could not get hold of the latest documents in this regard, but heard from State officials that a recent proposal to support acquisition of higher qualifications has been approved by the cabinet.

## **8.4 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 of classroom processes in terms of observation of quality of teaching, nor is an evaluation of this done. Hence teachers' teaching performance is not evaluated and included in the career progression.

Incentives are given in terms of awards and cash prizes. There are National and State Awards given every year. For this the concerned teacher has to apply herself with all the papers.

#### **8.4.1 Incentives and Awards: cash prizes**

- Any teacher who has received the President's award they will receive two increments and if they have received State's award will receive one increment<sup>31</sup>.
- Primary and Middle Schools: If 10% or more students get 80% marks and above in annual exams in subjects taught by the teacher – s/he will receive Rs 6,000.
- If 60-80% children get first division then a Cash award of Rs3,000 is received by the respective teacher.

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<sup>31</sup>School Education Department Secretariat, VallabhBhawan, Bhopal Serial no. F 34-2/2002/20-4 Dated September 24, 2003

- In high school 90% and above get first division – cash award of 8,000 is received by the respective teacher.
- District level award (amount not known) State award and National award for teachers cash awards of 25,000.

## **8.5 Conclusion and Issues:**

While most policy documents have repeatedly appealed for strengthening the onsite support and professional development aspects of teachers, it is ironical that with an increased thrust towards elementary education after the RTE Act, both these aspects and their priorities have been substantially reduced.

While the teachers of Primary and even many Middle Schools face a multi-grade multi task situation, they are not equipped either by pre-service, or in –service education to face this situation. This multi-grade situation has been accepted by the RTE by design in that it stipulates a PTR only and due to delay in appointments, by default, neither the onsite nor in-service system, nor the grade wise and quarter wise design of textbooks and syllabi help the teacher to improve her children’s learning in these challenging circumstances.

In fact the monitoring system needs to be seriously reviewed in that far from supporting the teacher, it at present puts the teachers’ autonomy to question by people ill equipped to do so (there are no serious orientations and capacity building of the supervisory staff, many of whom have absolutely no experience of the Elementary Classroom, in issues of quality .

A continuous capacity building of teachers and teacher educators needs to be done strengthen their capacities, in 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.

In the evaluation of teachers for promotion, quality of teaching is not evaluated. Teachers, in their FGDs expressed a need that this be done.

## **Chapter nine: Grievance Redressal**

Grievance redressal is one of the most vexed issues of any government, any department. Each department therefore has a legal cell to deal with court cases as recourse to court is the only recourse when departmental processes become weak and biased as often happens in large systems.

The grievance redressal system has to be in line with the cadre management system of the time. Earlier with the teacher cadres being solely governed by the Madhya Pradesh State School Education department, (e.g. the Shikshak cadre) the internal grievance redressal system vested with the hierarchical authorities within one department, after which it went to the General Administration Department and then the courts.

Subsequent to 1998 when teacher's recruitment into this cadre was stopped, things were in a flux as recruiting and managing authorities through the Panchayati Raj and the Education system were blurred. Hence it led to a lot of court cases against the government by ShikshaKarmi and Guruji Unions.

Since 2005 a re-cadreisation through recruitment into the SamvidaShalaShikshak and then absorption into the AdhyapakSamvarg (2008) has started with internal promotions as well, a new grievance redressal system has been established – which is reviewed in this chapter. Since there are about 70,000 teachers of the regular ShikshakSamvarg, and their disciplinary, transfer and promotions issues are also to be dealt with, this system continues, but has not been reviewed here.

## **9.1 An Outline of State of Madhya Pradesh processes for Grievance redressal – a timeline from 2005 to 2014:**

This chapter describes at the various State rules for Grievance redressal mechanisms and those dealing with grievances, from 2005-2014.

### **In 2005:**

The Start rules for grievance redressal in MP Nagariya Nikaya Samvida Shala Shikshak (Niyojan aur Samvidakisharte) notification 200532 (points 10-11-12) allows teachers to file their complaints with the appellate committee which comprises of the local body Shiksha Samiti adhyaksh and members, the DEO and Commissioner Public Instructions, in case of any issues arising during the Recruitment processes<sup>33</sup>.

For the grades II & III teachers are allowed to file complaints with the following authorities:

- i. The (Provisional) List of selected candidates declared by Nagar Palika Nigam:
  - Chairman, Shiksha Samiti, Nagar Palika
  - Shiksha Samiti, Nagar Palika (Selected member)
  - Commissioner- Nagar Palika Nigam (Member Secretary)
  - DEO- (Member)
  - Assistant Commissioner, Tribal Development Department (Selected member)

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<sup>32</sup> Madhya Pradesh (extraordinary) dated 6-5-2005 pages 401-402 (15) published.

<sup>33</sup> M.P. Urban Local Body Samvida Shaala Shikshak (Niyojan and sevakisarte) rules 2005, Urban administration and development dept., matralaya, vallabh bhawan, Serial No. F-4-7-05-eighteen-1, Bhopal, dated- 06-05-2005:

ii. The (provisional) selection list of candidates declared by NagarPalika /Nagar Panchayats:

- Chairman, ShikshaSamiti, Nagar Palika/Nagar Panchayats
- ShikshaSamiti, Nagar Palika/Nagar Panchayats (member)
- Chief Executive Officer Nagar Palika/Nagar Panchayats
- Officer nominated by Collector
- District Headquarters will select an Urban NagariyaNikaya DEO who will select BEO (not anyone below this post) for other NagariyaNikaya
- District headquarters will select an Urban NagariyaNikaya Assistant Commissioner from the Tribal Development department who will select BEO (not anyone below this post) for other NagariyaNikaya

### **In 2008:**

After the absorption of SamvidaShikshaks and shikshaKarmis in 2007 into the Adhyapak Samvarg, the Madhya Pradesh Municipal Corporation Adhyapak Cadre (Planning and Service Conditions) Rule, 2008 allowed teachers to appeal for redressal of grievance to the following authorities:

Table 9.1

Serial no.	AdhyapakSamvarg	Competent Authority	Appellate Authority
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1	VarishtAdhyapak	Appointing Authority/ Additional CEO, School Education/ Tribal Welfare Department	Zila Collector
2	Adhyapak		
3	SahayakAdhyapak		

Any aggrieved person can appeal to the concerned authority viz. the instruction of the orders passed. Under the said rules, any person appointed would carry out her/his duties subject to the Municipal Corporations Administrative and Disciplinary regulations.

### **In 2009:**

To improve the quality of education and address the concerns of teachers the School Education Department decided to address all teacher issues by digitalizing the teacher data base on an online portal<sup>34</sup> and addressing grievances

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<sup>34</sup>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.

through it. It was launched on the occasion of Teachers' Day 2009 and will look at all administrative and other related concerns of the teachers (working and retired).

All cadres of 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 it was attempted would be resolved at an appropriate level in a timely manner. In case a teacher writes their appeal on paper the redressing body will publish their reports on the portal and it will be made available to them by using their ID codes.

- i. All complaints filed will be registered online
- ii. Written complaints will also be registered online
- iii. 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
- iv. Restitution of cases will be done online
- v. The Joint Director and other Senior officers will do monitoring of the cases filed
- vi. State level redressal of cases will also be done by applying methods like video conferencing



**Figure 9.1: A screenshot below shows online portal page for submission of Grievance:**

Madhya Pradesh
9 Sep 2014, 23:54:29 IST

**Education Portal**

शिकायत समाधान

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Home
Grievance Registration and Status
Reports

**अपनी शिकायत पंजीकृत करें / Submit Grievance**

नोट :- शिक्षक और स्टाफ शिक्षा पोर्टल द्वारा प्रदान की जा रही इस ऑनलाइन सुविधा का उपयोग कर उनकी शिकायतों को पंजीकृत करने के लिए कर सकते हैं. वे अपने हस्ताक्षर के साथ आवेदन की प्रति और अन्य सम्बंधित दस्तावेजों की प्रति भी अपलोड कर सकते हैं. ऑनलाइन प्रवासी शिकायत के पंजीकरण पर एक पंजीकरण संख्या जारी करेगा. कर्मचारी अपनी शिकायत के निवारण की स्थिति को पोर्टल का उपयोग कर ट्रैक/पता कर सकते हैं.

हिन्दी में लिखने की जानकारी के लिए यहाँ क्लिक करें

Press ctrl+g for switching between english and hindi अ

विभाग (Department):

कार्यरत/सेवानिवृत्त (Working/Retired):

ई-मेल आईडी (E-mail ID):

मोबाइल फोन नंबर (Mobile Phone Number):

एसटीडी कोड और लैंडलाइन नंबर (STD Code & Landline Number):


शिकायत का प्रकार चुनें (Select Type of Grievance):

शिकायत का विषय चुनें (Select Subject of Grievance):

यहाँ अपनी शिकायत दर्ज करें (Enter Grievance here):

अपने हस्ताक्षर के साथ आवेदन की प्रति और अन्य सम्बंधित दस्तावेजों की प्रति (PDF) भी अपलोड करें  
(Upload signed copy of application/documents in PDF format)

no file selected



यहाँ ऊपर दिखाएँ कोड को दर्ज करें (Enter the code shown above):

## **In 2011:**

Clauses of the Madhya Pradesh State (rules and regulations) under RtE 2011<sup>35</sup> to address Grievances of schoolteachers:

- i. Under the Clause 21 of the Madhya Pradesh RtE rules and regulations the first level to address teachers' complaints is the SMCs' which includes the Headmaster.
- ii. 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.
- iii. A third level committee chaired<sup>36</sup> by the Collector will be established for addressing grievances at district level.
- iv. 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 made the convener. The collector will invite the members of the committee in case she/he feels it is required.
- v. The committee will meet every 3 months (quarterly)

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

<sup>36</sup> Madhya Pradesh Right to Education Rules

- vi. In case of dissatisfaction with the resolution applied by the committee the appellant can re-appeal in written form to the committee chairperson
- vii. The committee will check for the authenticity/ legitimacy of the cases filed
- viii. Under this Act, all schools that fall under Clause 2 Section (dh) Sub-section (4) will develop their own systems for Grievance redressal.

### **In 2014:**

In spite of all these attempts from 2005 onwards, there had accumulated a large number of cases as while teachers' data had been uploaded, not many were registering cases online and not much regular monitoring of resolution of cases was done. In May 2014 the new Additional Chief Secretary of the School Education Department felt the need to initiate fast tracking of cases. A detailed online mechanism along with camps for resolving grievances at all levels was organized for the first time in June 2014. The order for this process is sympathetic to the situation of long pending unresolved matters of teachers affecting their performance.<sup>37</sup>

It says: '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 their often small but painful grievances not being resolved for years despite running from pillar

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<sup>37</sup> MP Government School Education Department Order no.639/1048/14/20-2 dtd.29.05.2014

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 that usually plague teachers are as follows:

- i. Minor issues around Promotion, increment, Up-scaling of Salaries
- ii. Related to Seniority
- iii. Salary Fixation
- iv. Retirement
- v. GPF, Advance/ part final cases
- vi. Cases around Medical claims
- vii. Related to leave
- viii. Suspension cases
- ix. Other cases

It is noticed that many a times teachers have tried to reach out to the Chief Minister's office or the other higher authorities when their grievance has not been resolved or have continued to work quietly but with lack of motivation. The government has 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 to be adopted:

**Table9.2: Time-line of addressing and finding appropriate solutions to the grievances of teachers**

S.No.	Description	Level of Redressal	Timeline	Remarks
1	Collection of appeal/cases from teachers	Cluster Principal	June1-24, 2014	--
2	Categorization of cases and listing	Cluster Principal	July5, 2014	--
3	Forward the cases to DEO by the cluster Principal	Cluster Principal	July10, 2014	--
4	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
<b>Mechanisms for redressing grievance</b>				
5	Cases to be addressed and resolution passed at cluster level	Cluster Principal	July 5-21, 2014	--
6	Cases to be addressed and resolution passed at District level	District Education Officer	July-August 14, 2014	--
7	Cases to be addressed and resolution passed at Joint Directorate level	Divisional Joint director	July 28-August 20, 2014	--
8	Cases to be addressed and resolution passed at Directorate level	Commissioner- Public Instructions	July 28-August 30, 2014	--
9	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, our sample size was 160 relevant cases involving teacher grievances in government and aided schools during the period from 2009 to 2014<sup>38</sup> that were disposed of by the Madhya Pradesh High Court. These include only resolved cases – pending cases are not included. We were not able to get any information regarding pending cases. The sample size is further skewed by the fact that there were two decisions that disposed of a relatively large number of clubbed petitions – a 2011 decision that disposed of 61 petitions relating to retiral benefits and a 2013 decision that disposed of 29 appointment related grievances. As a consequence, a disproportionately large number of grievances involved retiral 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. The table below 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 9.2 – 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%

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<sup>38</sup> Data for 2014 only includes data until July 2014.

2013	51	31.88%
2014	7	4.38%
<b>Total</b>	<b>160</b>	

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 has not been possible in this round. What is presented is cases resolved and the picture that emerges from this.

The tables below provide the breakdown of the different types of cases in aggregate and broken down by year.

*Table 9.3 – Number and percentage of cases for each case type in Aggregate for the State*

Case Type	No. of Cases	Percentage
Retiral 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%
<b>Total</b>	<b>160</b>	

*Table 9.4 – Time period ranges for conclusion of cases broken down by case type.*

Case Type	Year wise						Total
	2009	2010	2011	2012	2013	2014	
Retiral 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
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These cases have taken differential amounts of time to get disposed. The tables below analyze the time taken.

Table 9.5 – Time periods for conclusion 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%
<b>Grand Total</b>	<b>49</b>	

Table 9.5 – Time period ranges for conclusion 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
Retiral benefits			2	1		2	1	1				7
Termination											6	6
Suspension	1	1			1							3
Transfer	2											2
Insurance											1	1
Promotion							1					1
<b>Total</b>	<b>10</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>5</b>	<b>2</b>		<b>1</b>	<b>18</b>	<b>49</b>

Looking at these cases in the context of present policy and implementation, it becomes clear that appointment cases have emerged when the major recruitment has taken place in 2012; Transfer 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 on genuine account. 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. We are as yet also not sure 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 action taken even before hearing their explanation

- If on supervision teacher is found absent without information or level of children is not found appropriate, salary or increment is withheld, with a show cause notice. The headmaster is the supervisory authority for teachers' attendance. But teachers felt that action is often taken before response to show cause notice.
- Women teachers also felt that there are no processes or mechanisms to deal with cases of violence against women particularly insulting behaviour which comes under the Prevention of Sexual Harassment at the Workplace Act (some women teachers have felt and faced uncouth behavior from male colleagues and superiors on inspection, in front of the children). Since there is no Vishakha Committee in place they do not know where to file their grievances.
- We also could not find specific rules about who was the appellate authority for different kinds of grievances.

# Chapter ten: Conclusions and Recommendations

Assuming that the teacher is the main pillar of education in the schools and assuming that the way a teacher is treated, has a major impact on her/his motivation and will to put in her/his best, the study begins with the basic provisions made for the teacher.

The idea of the first phase of the study was to understand how the State Government is treating its elementary and secondary teachers. While all governments don't tire of postulating the great importance of teachers in school education, we wondered at the beginning of the study whether these high articulations are matched by the care and respect due to the teacher, the foundation of the new generation? In what way does the State really care for the teacher? Does the State provide for the teacher the basic wherewithal for her to fulfill their expectations?

The last two decades have seen pressures of the global advance of capitalism and privatization. From an over 90% government teacher cadre in the 1980s, today about 38% of total teachers are in the private sector. Globalization and privatization has 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, with a stability of the new government over the last three terms, a process of recadreistion and regularization has begun. Still the contract teachers are the fresh recruits and form a substantial portion of the teaching force.

At the end of the study, we would like to say that though the situation of the teacher has improved from what it was 10 years ago, it is far from what it should be, if a teacher is to really fulfill the expectations laid at her door by the Government and by the Society.

Following are the major issues with the management of teachers and the organization of teaching in the government schools.

## **10.1 Issues**

### **10.1.1 Cadres and cadre management issues**

The existence of many parallel cadres managed by different bodies for the same work has created huge complications and confusions, causing inordinate delays in gaining clarity of implementation. The local bodies manage both the Samvida Shala Shikshak cadre and the Adhyapak cadre, they do not have the wherewithal in terms of academic units to really look into the quality of the teachers' job.

While the idea of a probation period or tenure is good a) there is nothing to differentiate the contract or Samvida Shala Shikshak's work. The Samvida Shikshak is not a trainee with a mentor. b) the huge difference in salaries is not justified – the Samvida Shala Shikshak's salary being 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 payscales of the Adhyapak cadre with the

There are too many supervising authorities without anyone really equipped to support and mentor the teacher in her arduous task of teaching 30-35 culturally and

cognitively diverse children in very difficult circumstances. Therefore, the fact that anyone and everyone can visit the teacher in class and critically review him or her, without anyone being equipped to give support, undermines the dignity and self esteem and motivation of the teacher.

### **Appointments:**

While the appointments have been made more transparent, its process has been very long drawn out, reducing the number of people finally recruited. The process too was one which does not review teaching aptitude at all – it is only based on the TET scores. The scores received in earlier qualifications do not bear any weight-age. 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 teachers' subject knowledge and their teaching ability should be seen both during selection and during promotion.

### **Promotions:**

Lack of promotional avenues and stagnation of teachers is another issue, the lack of transfers has also added to this stagnation. A large number of Primary school teachers retire as Primary School teachers. Promotion into Teacher educator cadres is not yet possible directly. There is no evaluation of teaching and organization abilities of teachers for promotions – the only parameters being regularity and results.

### **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 systematizing 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 design changing frequently – monthly meetings become more of an administrative data collection - thus giving the impression that teachers’ support is really not important.

**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 to their teaching task.

**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 beyond the headmaster. So if there are issues between a headmaster and a teacher, it can 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. Rules and notifications are not clear on this. This un-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 increment, and the Samvida Shala Shikshak done away with. The probation period should 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.

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, particularly elementary School teachers need promotional avenues not only into the next level of teacher and headmaster jobs, but as teacher educators, educational researchers and curriculum developers for their own levels. E.g. DIETS and BITES that cater to the professional development of elementary school teachers, should be personae by experienced elementary school teachers who have the opportunity to go through educational enhancement (graduation, post graduation in both liberal arts and education), rather than by Higher secondary School teachers as they are at present.

One more step could be extra increments for 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 built up, with not just workshops but teacher and teacher educator courses. The successful completion of courses which should include both theory and practice elements should build towards increments and promotions. In service support needs to be given onsite to the teacher not only supervision.

### **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.

In regard to Women teachers, the legal provisions of the Prevention of Sexual Harassment at the Workplace (2013) need to be implemented and its provisions posted in each school.

### **10.2.4 Further Studies**

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

- a) Study on professionalization and professional development of teachers: To understand in depth 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.
- b) A study of teachers in schools and classrooms would give us hands-on information on where teachers need strengthening.

- c) Study on Private School Teachers: As private school teachers are now a large proportion of the total number of teachers, and the private teacher cadre even though largely qualified is even more differentiated than the Government School teachers, we need to understand this whole sphere as well, in order to understand the present status of teachers.
- d) Similarly, a study on Headmasters would also be very useful to complement this study on teachers.