

National Study on Working Conditions of Teachers: State Report for Jharkhand

An analysis of policies and practices with respect to recruitment processes, salary and working conditions of all categories of teachers (regular, contract, part-time) working in government elementary and secondary schools

FINAL REPORT

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Abbreviations and Acronyms

AIE:	Alternative Institutions of Education
AWP&B:	Annual Work Plan and Budget
BA:	Bachelors of Arts
BC:	Backward Class
BDO:	Block Drawing Officer
BEEEO:	Block Extension Education Officer
B.Ed.	Bachelor of Education
B.El.Ed.:	Bachelor of Elementary Education
BEPC:	Bihar Education Project Council
BLO:	Booth Level Officer
BPSC:	Bihar Public Service Commission
BRC:	Block Resource Center
BRP:	Block Resource Person
CCE:	Continuous Comprehensive Evaluation
CEO:	Cluster Education Officer
CET:	Common Entrance Test
CRC:	Cluster Resource Center
CRP:	Cluster Resource Person
DA:	Dearness Allowance
DC:	District Commissioner
DDC:	Deputy Development Commissioner
DDO:	District Drawing Officer
D.El.Ed.:	Diploma in Elementary Education
DEO:	District Education Officer
DIET	District Institute of Education and Training
DISE:	District Information System for Education
DLO:	District Level Office
DM:	District Magistrate
DPC:	District Programme Coordinator
DPEP:	District Primary Education Programme
DRC:	District Resource Center
DSE:	Deputy Superintendent of Education
EBC:	Extremely Backward Class
EGS:	Education Guarantee Scheme
FGD:	Focus Group Discussion
GoI:	Government of India
GoJ:	Government of Jharkhand
HM:	Head Master
HRD:	Human Resource Development
HRMS:	Human Resource Management System
HT:	Head Teacher
JAC:	Jharkhand Academic Council
JEPC:	Jharkhand Education Project Council
JPSC:	Jharkhand Public Service Commission
JSCPCR:	Jharkhand State Commission for the Protection of Child Rights
JSSC:	Jharkhand Staff Selection Commission
KGBV:	Kastuba Gandhi Balika Vidyalaya

MA:	Masters of Arts
MDM:	Mid-Day Meal
MHRD:	Ministry of Human Resource Development
NCF:	National Curriculum Framework
NCFTE:	National Curriculum Framework for Teacher Education
NCTE:	National Council for Teacher Education
NPE:	National Policy on Education
NPEGEL:	National Programme for Education of Girls at Elementary Level
NPS:	New Primary Schools
NUEPA:	National University of Education Planning and Administration
OBC:	Other Backward Class
OoSC:	Out of school children
PF:	Provident Fund
PTEC:	Primary Teachers' Education Centers
PTR:	Pupil Teacher Ratio
PTTC:	Primary Teacher Training Colleges
RDDE:	Regional Deputy Director of Education
RMSA:	Rashtriya Madhyamik Shiksha Abhiyan
RTE:	Right to Education
SC:	Schedule Caste
SCERT:	State Council of Educational Research and Training
SCR:	Student Classroom Ratio
SEMIS:	Secondary Education Management Information System
SMC:	School Management Committee
SSA:	Sarva Shiksha Abhiyan
SSC:	Staff Selection Commission
ST:	Schedule Tribe
TET:	Teacher Eligibility Test
TGT:	Trained Graduate Teachers
TLM:	Teaching Learning Material
UEE:	Universal Elementary Education
USE:	Universalisation of Secondary Education
VEC:	Village Education Committee
VSB:	Vidyalaya Seva Board
ZSSS:	Zila Shiksha Sthapna Samitis

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Chapter 1: Introduction

1.1 Introduction

National governments and international organizations believe that the quality and performance of education systems depend heavily on teachers. The quality of education, to some extent, is a reflection of the quality of teachers. The training imparted and the working conditions of these teachers determine how India would fare in the pursuit of economic and social development in the years to come. In India, the aspect of teacher management, in terms of recruitment of full time and contract teachers, transfer, deployment/re-deployment, minimum qualifications for teaching different class/grade, in-service training and professional growth has been decentralized to the state level by the Constitution. Hence, it is the responsibility of the states to undertake necessary action to ensure that good quality teachers are recruited and retained so that the quality of education in schools is maintained.

Teacher motivation, commitment and accountability are as important as teacher competence and subject knowledge. A study in middle-income countries suggests that a combination of increased financial investment, curricular reform, teacher training initiatives and institutional reforms improves teacher motivation and accountability (Organization for Economic Cooperation & Development- OECD, 2010). A CBPS study on Teacher Motivation in Bihar (Centre for Budget and Policy Studies, Bangalore, 2011) gives insight on how state government tackled the grim situation of two different categories of teachers. The study revealed that universalization of primary education goal had created a pressure on the government to meet the requirement of recruiting large number of teachers in a short period of time. This was difficult for a number of states including Bihar and Jharkhand. Both these states opted to hire contract teachers (based on norms prescribed by National Council for Teacher Education) at lower salaries, which improved the Pupil Teacher Ratio (PTR), but created a dual structure with direct impact on teacher cadre management and motivation.

The state of Jharkhand was carved out of Bihar in 2000. Bihar (undivided Bihar that included Jharkhand) decentralized the recruitment process for contract teachers sometimes in 2004-05. Primary school contract teachers were recruited by the Gram Panchayats, upper primary school contract teachers were recruited by the Block Panchayats and the Zilla Parishads hired the secondary school contract teachers. In urban areas, urban local bodies such as Nagar Nigams and Zilla Parishads were entrusted with this responsibility. Recruitment by different bodies also meant that there was differential pay among the contract teachers in primary schools were paid the least. On the other hand, regular teachers were

recruited by the education department in the state and had higher entitlements, with salaries equivalent to the central government run schools.

In the wake of the recently enforced Right to Education (RtE) Act 2009, there is pressure on the states to regulate the pre-service training, minimum qualifications, recruitment process, transfer, professional growth and grievance redressal mechanisms in order to achieve the goal of universal elementary education (UEE). The Act has specified the PTR to be 30:1 for elementary schools and requires states to hire only full-time teachers (i.e. assist those teachers who do not have professional qualification to obtain it within five years of the enactment of the law). However, a vast majority of schools across states have higher PTR and many states hire teachers on contract basis. This indicates that states need to recruit/train teachers extensively in order to meet these norms. The Act has also outlined the recruitment criterion, minimum qualifications, duties, responsibilities and redressal mechanisms for the teachers, where each state can draft rules best suited for the local conditions.

Steps to achieve Universalisation of Secondary Education (USE) are being implemented through the Rashtriya Madhyamik Shikshan Abhiyan (RMSA). RMSA, a nation-wide scheme launched in 2009, has laid out certain overarching norms to be adapted by states, as per their needs and status of secondary schools. States are expected to provide a secondary school within a reasonable distance of any habitation (5km for secondary school and 7-10 km for higher secondary schools), equitable access to weaker sections of the society (which includes girls, educationally backward sections, physically challenged, marginalized categories, rural population), presence of separate toilets for girls and boys, libraries and laboratories for students and teachers and adequate infrastructure such as Blackboard, furniture etc. (RMSA, 2009) It also includes guidelines for state governments to make rational policies for teacher recruitment, deployment, training, remuneration and career advancement of secondary school teachers (Framework for Implementation of RMSA, MHRD, 2013).

With the implementation of RTE and RMSA across the country, it has become imperative for states to regulate their policies to improve the working conditions of teachers.

1.2 National Study on Working Conditions of Teachers

National University of Educational Planning and Administration (NUEPA) had initiated a nine-state national study on working conditions of elementary (only government) and secondary (government and aided) school teachers. The aim of this study is to document and analyze the recruitment and deployment policies and practice, salary and working conditions (transfer, postings, professional growth and development) of all categories of teachers (regular and contract teachers) working in the government

schools at two levels: elementary and secondary. This study is to be conducted in three phases: desk review of existing materials on teacher management and development; in-depth exploration of issues identified and dialogues at several levels to find possible solutions.

This report details the first phase of the study conducted in Jharkhand. This study is important for two reasons: (i) Practices vary from state to state and documenting the concerns, challenges and good practices will be helpful for the concerned state as well as others; (ii) There is a dearth of research on these issues. It is hoped that such compiled knowledge will contribute towards improving quality of education in the country.

1.3 Methods used for conducting this study

The following methods were used to conduct this study:

- a. Extensive desk review of materials: All documents related to teacher recruitment, transfer, salary, appraisal, professional growth and other aspects related to teacher management and development were procured and reviewed.
- b. Secondary data analysis: Profiling of teachers was done using the secondary data sources of DISE and SEMIS.
- c. Semi-structured interviews with key informants at state level: Interviews were conducted at the State level with officials from Human Resource Development (HRD) (Government of Jharkhand (GoJ)), Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Registered Teachers Associations (Primary and Secondary) to understand the various processes undertaken and issues/challenges faced at different levels for managing different facets of teacher management/development. Following individuals were interviewed at the state level.

Table 1.1: Synopsis of interviews conducted at state level

Post	Specific Section	No.of Interviews
Principal Secretary Education	HRD, GoJ	1
Director Primary	HRD, GoJ (Primary Education)	1
Director Secondary	HRD, GoJ (Secondary Education)	1
Dy. Director (Primary)	HRD (Primary Education)GoJ	1
Dy. Director (Secondary)	HRD (Secondary Ed) Section, GoJ	1
Past General Secretary now National Treasurer	Teacher Union Leader	1

- d. Semi-structured interviews with district level informants: Hazaribagh was selected as the sample district for this study. This selection was done in consultation with state level officials as well as a comparison of district and state level education indicators to ensure that the sample district was representative of the state. District level interviews were conducted with Deputy Superintendent

of Education (DSE) and District Education Officer (DEO), District Institute of Educational Training Principal (DIET) and Block Extension Education Officers (BEEO).

Table 1.2: Synopsis of interviews conducted at district level

Post	Specific Section	No. of Persons Interviewed
DSE Hazaribagh	DSE cum DPC of SSA run Society JEP at Hazaribagh responsible for elementary school education.	1
DEO Hazaribagh	DEO responsible for Secondary School Education along with implementation of RMSA in the dist.	1

- e. Focus Group Discussions (FGDs): FGDs were conducted with teachers from both primary and secondary schools. One FGD was conducted with regular teachers of elementary school and other with the secondary. Similarly one FGD was conducted with contract teachers of elementary schools and the other with teachers who were on deputation from primary to secondary schools.

Table 1.3: Details of FGDs conducted

FGD No.	School Type	Category of teachers	No. of teachers	Female/Male
FGD I	Elementary School	Regular	03	02-F/01-M
FGD II	Elementary School	Contract	07	02-F/05-M
FGD III	Secondary School	Regular	05	01-F/04-M
FGD IV	Secondary School	On deputation from Primary	10	03-F/07/M

- f. State level consultation workshop: After reviewing the documents, a State-level consultation workshop was conducted to share the approach, scope and available facts with those who are associated with government programs and participate at various levels of its interventions such as academicians, university professors, consultants, NGO members, teacher educators, teachers (both working and retired) and officials from Jharkhand State Commission for the Protection of Child Rights (JSCPCR).
- g. State level discussion workshop: After completing the review of the documents, semi-structured interviews and group discussions, a State-level discussion workshop was conducted to present the major findings suggestions in the presence of the state and district officials. Inputs from this workshop have also been incorporated in this report.

1.4 Structure of the Report: This report has been divided into ten chapters. This chapter introduces the study; the second and third chapter details the profile of teachers in Jharkhand and the historical context of teacher-related policies in the state. Chapter 4 to chapter 9 document and review different aspects of teacher management: recruitment, transfers and deployment, salary and service conditions, duties and day-to-day management, career progression and performance evaluation and grievance redressal. The last chapter highlights major conclusions and suggestions that emerge from the review.

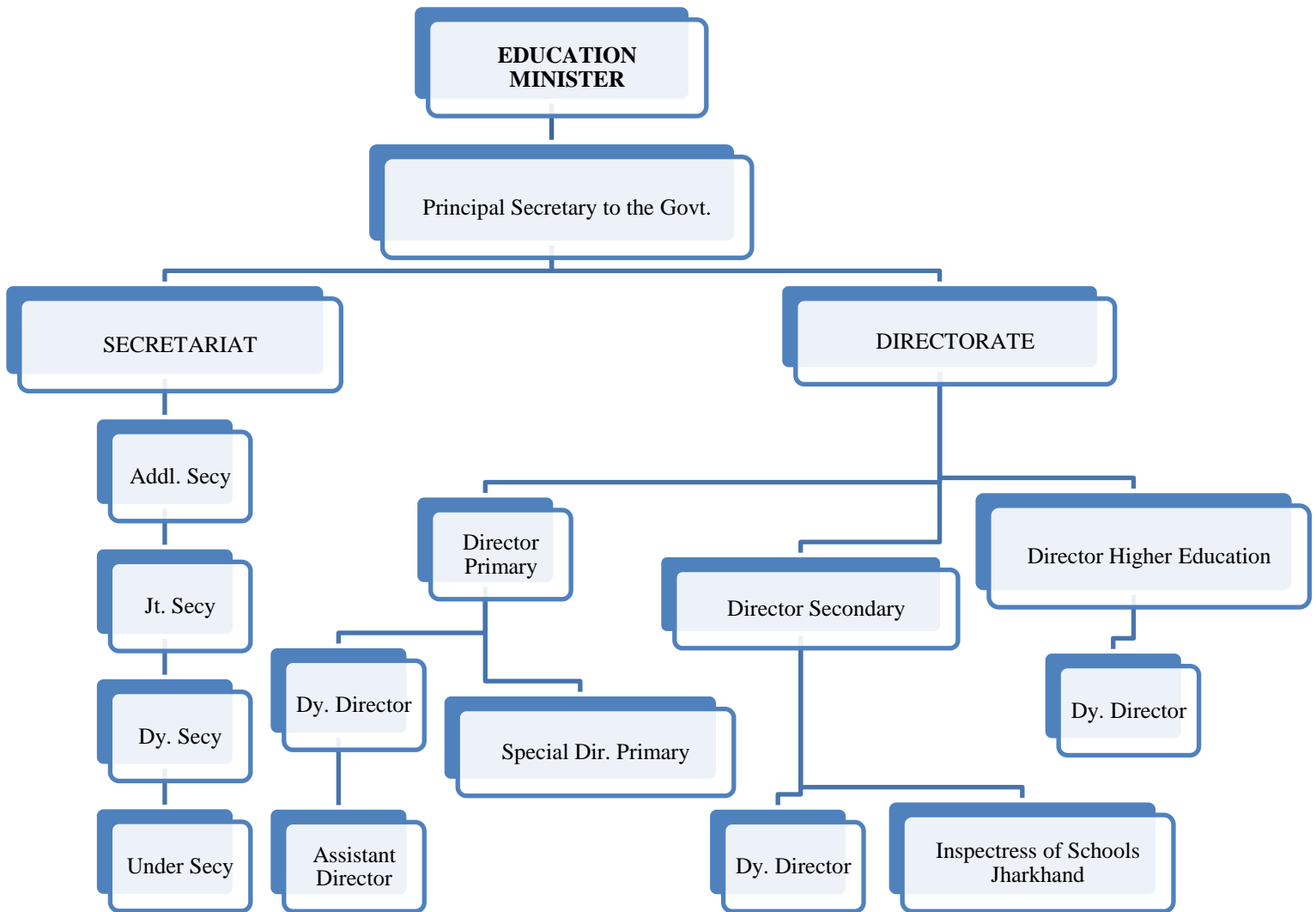
Chapter 2: Profile of Teachers in Jharkhand

Enhancing the working conditions of teachers is an important key for uplifting the quality of education delivered in classrooms. However, despite huge investments in the education sector, the extent of progress has been low. Deterioration of educational standards seems to be assuming alarming dimensions. The quality of teacher performance in the classroom is often questioned which implies that there is an urgent need to appropriately examine and explain why there is such a variation in teacher behavior and performance.

Teachers in Jharkhand are a varied group based on their educational and socio-economic backgrounds as well as their nature of appointment (regular and contract). Reservation for disadvantaged sections (backward castes, physically challenged, rural candidates, women, economically backward communities) ensures an inclusive and diverse composition of teachers in the schools. Jharkhand, which is primarily considered a tribal state, has also ensured the representation of tribals amongst teachers. . However, currently one of the major challenges of the state is to provide universal primary education of high quality to tribal communities.

2.1. Administrative and academic support structures for teachers in Jharkhand: Structures available to teachers for administrative and academic support at different levels of government are extremely crucial for effective performance of the teachers. The state education department is managed by various agencies at different levels (refer below for the Organogram).

**Figure 2.1: ORGANISATIONAL STRUCTURE (HRD, Jharkhand)
STATE LEVEL**

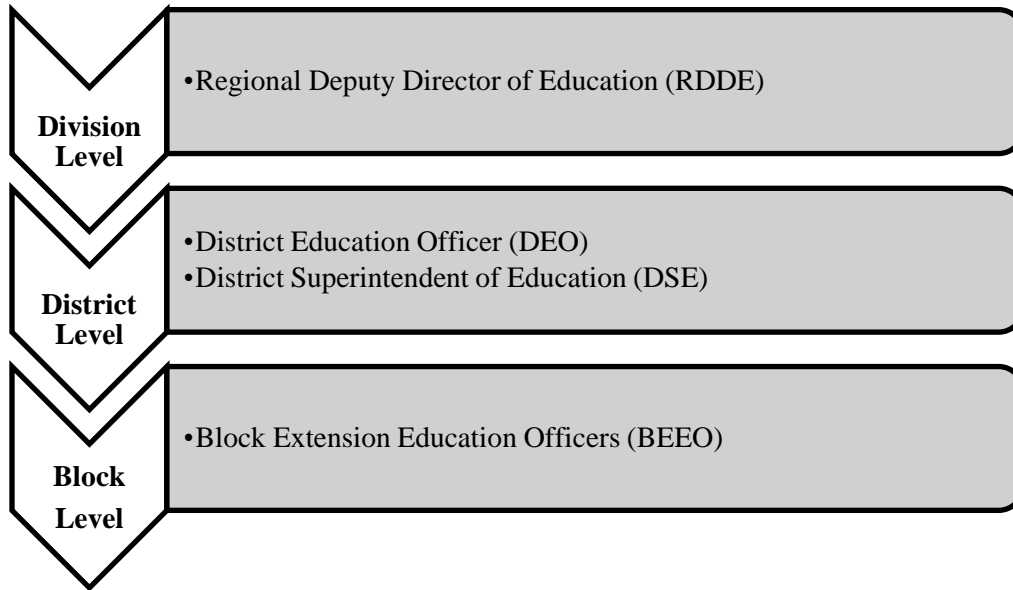


Source: JEPC, State Component Plan SSA, Jharkhand 2005-06

At the state level, there are two independent wings: General Education and Technical Education. General education is part of the State Department of Human Resource Development (HRD) headed by Principal Secretary of HRD, Jharkhand State, who oversees primary, secondary and higher education. Principal Secretary is the controlling authority for state HRD officials as well as all other field level officers and directorates. The Directorate of Primary Education is responsible for management of elementary

education in Jharkhand. The Director, Primary Education is assisted by Deputy (Dy). Directors and Assistant Directors and Special Director positioned at the state level. Similarly secondary schools are managed by Director Secondary Education and are assisted by Dy. Directors.

Figure 2.2: Department of HRD officials at Division, District and Block Levels



The state is divided into five administrative divisions and each division comprises of few districts (ranging from 3 to 7, based on size of the district). The Department of HRD is headed by Regional Deputy Director of Education (RDDE) at the division level, by District Education Officer (DEO) and District Superintendent of Education (DSE) at the district level and Block Extension Education officers (BEEO) in every block.

A sound education system at each level depends on the proper coordination of the functionaries in the political, administrative and technical systems. This becomes more important in view of the recent constitutional amendments that give statutory bodies such as panchayats the responsibility to recruit contract teachers and monitor primary schools through School Management Committees (SMC). Unfortunately, academic support structures are weak in the state. Table 2.1 makes it clear that the State Council of Education Research and Training is yet to be set up. The state manages the academic activities with the support of JEPC, which is the Society for implementing SSA. Also, the role of DIET and PTTC are not clearly defined in the state. These institutions are almost non-functional and unable to provide any academic support to ease the pressure of JEPC in the absence of SCERT. At the block level, BRCs and

CRCs were started at a high note but failed to perform effectively due to lack of support from DIETs, which has increased the pressure on JEPC.

Table 2.1: Political/local bodies, administrative and academic support structures for teachers

Level	Govt./Political/Local Bodies	Administrative	Academic Support
State	State Legislature/HRD, GOJ	HRD, GoJ, Directorate of Education, Director (P) and Director (S)	Jharkhand Education Project Council (JEPC) ¹
District	Dy. Commissioner and Zila Panchayat	DSE cum DPC (SSA) and DEO (RMSA)	DIET/Primary Teachers Training College(PTTC)
Block	BDO and Prakhand Panchayat	BEEO cum BRCC	BRC and CRC
Village	Gram Panchayat/SMCs	HM	Teachers

2.2. Elementary school teachers: There are around 1,66,766 teachers who teach 66 lakh students in 45,760 schools in Jharkhand (government and private). About 50 per cent of teachers are recruited on contractual basis. About 76 percent of the total teachers (1,26,804 teachers) teach in government schools; among them 30 percent of teachers are female and teach in elementary sections. 24 percent of these teachers represent the Schedule Tribe (ST) and 8 percent Scheduled Castes (SC) as against 26 per cent reservation for ST, 10 per cent for SC and 14 per cent for OBC (Karmik, Prashasnik Sudhar evam Rajbhasha Vibhag, Jharkhand Government Notification No. 5886 dt. 21/09/2011).

Table 2.2: Total number of elementary school teachers in Jharkhand in 2011-12

Total No. of teachers	Primary only (P) (class 1 to 5)	P + UP (class 1-8)	P + UP + SEC /HS(class1-12)	UP only (class 6-8)	UP + SEC/HS (class 6-12)	P + UP +Sec (class 1-10)	UP + Sec (class 6-10)	Total
Government	50,471	63,077	1,557	111	2,719	7,787	1,082	1,26,804
Private Teachers	2,104	6,138	9,171	39	1,045	3,457	2,877	24,831
Madarsa Teachers	4,359	9,401	1,881	41	159	2,562	471	18,874

Source: State Elementary Education Report Card - DISE 2012-13; UP: Upper primary; Sec: Secondary; H.S.: Higher Secondary

Table 2.3: Sex-wise segregation of elementary school teachers in Jharkhand (2011-12)

Total No. of teachers	Primary only	P + UP	P + UP +Sec/H S	UP only	UP + Sec/HS	P+ UP + Sec	UP + Sec/HS	Total
Regular Teachers: Male	10,405	25,965	6,205	135	1,990	6,471	2,823	53,994
Regular Teachers: Female	6,251	14,432	5,837	38	1,437	3,781	1,422	33,198
Contract Teachers: Male	29,566	29,533	330	11	149	2,691	131	62,411
Contract Teachers: Female	10,712	8,686	237	7	347	863	54	20,906

Source: State Elementary Education Report Card - DISE 2012-13

Minimum educational qualification requirement for teachers in Jharkhand is Class XII or equivalent with 50 per cent marks and D.El.Ed/B.El.Ed from NCTE approved Institution. Despite this basic qualification requirement, there are teachers in the state with lower educational qualifications. These groups of teachers are mainly senior teachers who are on the verge of retirement.

¹Sarva Shiksha Abhiyan (SSA) had been re-named as Jharkhand Education Project Council (JEPC) in the state.

Table 2.4: Distribution of elementary school teachers in Jharkhand by age

Category	55-56 age	57-58 age	59-60 age
Male	3.05	2.95	0.33
Female	2.22	1.89	0.21
All Teachers	2.79	2.61	0.29

Source: State Elementary Education Report Card - DISE 2012-13

Table 2.5: Distribution of Teachers by their educational qualification (Elementary) in Jharkhand, 2011-12

Educational Qualification	School Type							Contract
	Primary only	P + UP	P + UP + Sec/HS	UP only	UP + Sec/HS	P+ UP + Sec	UP + Sec/HS	
Below Secondary	520	673	134	1	23	100	38	1,040
Secondary	3,104	5,349	404	25	50	833	130	2,203
Higher Secondary	4,088	8,180	1,102	19	79	1,612	251	26,121
Graduate	6,662	17,814	5,323	87	1,404	5,063	2,307	46,504
Post Graduate	2,150	8,048	4,765	41	1,741	2,548	1,458	7,163
M Phil	131	328	312	0	129	95	60	283
Post. Doc.	3	5	2	0	1	1	1	3
Total	16,658	40,397	12,042	173	3,427	10,252	4,245	83,317

Source: State Elementary Education Report Card –DISE 2012-13

As per DISE (2012-13), 60.7 per cent of primary schools and 60.6 percent of upper primary schools have Pupil-Teacher Ratio (PTR) more than 30. The average PTR for all schools was 39 in Jharkhand during 2011-12. Since the formation of the state in 2000, 9,220 teachers in 2003 and 371 in 2009 were appointed, in addition to the existing teachers who continued their service after bifurcation². Currently, there are 55,210 sanctioned posts for matric-qualified teachers and 2,686 for graduate-trained teachers. However, only 42,094 matric-qualified teachers and 1,302 graduate-trained teachers have been recruited³. The process of recruitment has been initiated by Jharkhand Public Service Commission (JPSC) but is still incomplete due to complications that arose in the process (Prabhat Khabar Newspaper dt.27.6.2014).

The number of vacant posts has increased drastically due to the implementation of RTE and enforcement of minimum PTR norms. The Jharkhand Academic Council (JAC) conducted the Teachers Eligibility Test (TET) on 28th May 2013 for initiating the recruitment process. Out of 74,658 candidates for primary classes and 97,401 candidates for upper primary classes who appeared for the TET in 2013, only 23,026

²Jharkhand Academic Council Letter No. 606 dated 6/6/2009

³Jharkhand Academic Council Letter No. 27/2011 dated 15.04.2011

(primary) and 43,576 (upper primary) cleared the test and were sent appointment letters. But the placement of these candidates was not completed till October 2014.

Apart from long recruitment process, there are other challenges as well. 13 percent of schools in Jharkhand (DISE, 2012-13) are single-teacher schools, which pose a serious problem when teachers go on leave or are sent for training. Social category-wise segregation of vacant posts in elementary schools in Jharkhand depicts that about 50 per cent of the vacant posts have to be filled by those in reserved categories. In addition, there are no sanctioned posts for HMs in primary-only schools. To manage school formalities, senior-most teacher act as the Head Teacher. However, in upper primary schools, (known as middle schools) the post of HM is filled through promotion of BA/MA trained teachers.

2.3. Secondary school teachers: As per UDISE (2012-13), Jharkhand has 31,778 secondary school teachers, who teach 13,14,870 students in 4,376 schools (government and private). There are 581 government secondary schools where 2,374 teachers (exclusively secondary teachers), i.e. 14 per cent of teachers, teach 2,60,041 students. The PTR in secondary schools is 41 and student-classroom ratio (SCR) is 93. Average number of teachers per school is 7. The percentage of female teachers is 30 and percentage of girls' enrolment in schools is 48 percent. There are 25,085 regular teachers and comprises of 17,101 male and 7,984 females. In addition, there are 6,687 contract teachers (5,215 male and 1,472 females) (State Report Cards, DISE 2012-13) but these are largely those teachers who teach elementary classes in composite secondary schools.

Table 2.6: Number of secondary school teachers as per their educational qualification

Highest Attained Degree	Regular Teachers			Contract Teachers		
	Male	Female	Total	Male	Female	Total
Undergraduate	2,165	1,059	3,224	1,084	359	1,443
Graduate	7,137	3,199	10,336	3,391	798	4,189
Post Graduate	7,244	3,420	10,664	697	297	994
M.Phil/PhD	552	306	858	43	18	61
Post-Doctoral	6	3	9	0	0	0
Total	17,104	7987	25,091	5215	1472	6687

Source: State Report Card DISE 2012-13

Although majority of the teachers (regular and contract) are graduate-trained, there is a small percentage of teachers who are below the minimum educational qualification requirement. Just as the case with primary school teachers, these could be teachers who are on the verge of retirement. Subject-wise recruitment of secondary teachers ensures that those who are qualified to teach a particular subject are recruited for the same. However, the number of teachers who are currently employed seems to be higher than the posts sanctioned. This is due to presence of primary and upper primary classes in same school.

Table 2.7 depicts the number of vacant posts in secondary schools in Jharkhand. More than 90 per cent of the sanctioned posts for HMs and more than 20 per cent of sanctioned posts for teachers are vacant. For high school HM selection, senior teachers are short listed by a committee that scrutinizes documents and testimonials and finally recommends selected teachers for the post of HM, based on their abilities, performance and seniority. It is clear that this process has not taken place since long.

Table 2.7: District-wise sanctioned and vacant posts for HMs and teachers in secondary schools

District	Government schools						
	Government Sec Schools	Headmasters / Principals			Secondary School Teachers		
		Sanctioned post	In position	Vacant	Sanctioned post	In position	Vacant
Bokaro	91	91	4	87	986	263	723
Chatra	91	91	2	89	910	152	758
Deoghar	99	99	6	93	1,021	242	779
Dhanbad	120	120	9	111	1,294	398	896
Dumka	115	115	3	112	830	263	567
Garhwa	98	98	2	96	921	199	722
Giridih	165	165	6	159	1,891	271	1,620
Godda	114	114	2	112	1,269	258	1,011
Gumla	102	102	6	96	1,082	183	899
Hazaribagh	104	104	14	90	1,214	219	995
Jamtara	57	57	1	56	623	106	517
Khunti	53	53	3	50	424	85	339
Kodarma	53	53	6	47	534	167	367
Latehar	65	65	3	62	440	171	269
Lohardaga	47	47	5	42	429	135	294
Pakur	59	59	4	55	571	148	423
Palamu	159	159	2	157	1,402	315	1,087
Pashchimi Singhbhum	146	146	5	141	1,550	390	1,160
Purbi Singhbhum	133	133	10	123	1,284	368	916
Ramgarh	71	71	1	70	787	162	625
Ranchi	153	153	39	114	1,088	411	677
Sahibganj	80	80	1	79	816	129	687
Saraikela	90	90	4	86	619	133	486
Simdega	63	63	4	59	619	93	526
Total	2,328	2,328	142	2,186	22,604	5,261	17,343

Source: MHRD No.1-42/2011-sch-1, dated 15th May 2011; UDISE 2013-14

Subject-wise vacancy in secondary schools (refer to table 2.8) also indicates that against 21,482 sanctioned posts in various subjects, there are only 4,990 teachers in position. Except Oriya, all other subjects have more than 50 per cent vacant posts. This highlights an urgent need to complete the recruitment process in the state.

Table 2.8: Subject-wise sanctioned and working posts for secondary school teachers

		Sanctioned Posts	Working Posts	Vacant	% Vacant
Head Teacher		1874	157	1717	91.62%
Language	Hindi	2143	624	1519	70.88%
	English	2010	570	1440	71.64%
	Sanskrit	1922	519	1403	73.00%
	Urdu	930	166	764	82.15%
	Persian	15	5	10	66.67%
	Santhali	17	7	10	58.82%
	Oriya	18	11	7	38.89%
	Mundari	57	3	54	94.74%
	Ho	30	2	28	93.33%
	Orown	39	11	28	71.79%
	Khariya	0	0	0	0
	Khortha	0	0	0	0
	Nagpuri	0	0	0	0
	Kurmali	0	0	0	0
	Panchpargania	0	0	0	0
Bangla	219	66	153	69.86%	
Science and Mathematics	Physics	256	68	188	73.44%
	Chemistry	57	12	45	78.95%
	Biology	333	96	237	71.17%
	Mathematics	434	223	211	48.62%
	Physics / Chemistry / Mathematics	271	106	165	60.89%
	Physics / Mathematics	1706	403	1303	76.38%
	Chemistry / Biology	1721	423	1298	75.42%
Social Science	Geography	1858	457	1401	75.40%
	Economics	1728	296	1432	82.87%
	History / Civics	1561	410	1151	73.73%
	History	652	294	358	54.91%
	Civics	342	112	230	67.25%
Others	Home Science	444	60	384	86.49%
	Commerce	295	6	289	97.97%
	Music	204	16	188	92.16%
Physical Education		1555	186	1369	88.04%
Total		21482	4990	16492	76.77%

2.4 Physical working conditions of teachers: In the last few years, there has been considerable change in the physical conditions of schools in Jharkhand, which in turn, has improved the physical working conditions of teachers in these schools. Construction of buildings, toilets, compound walls, whitewashing of classrooms, coloring of school-buildings and requisite furniture have enhanced the environment of schools. However, this does not mean all is well. Sufficient TLM is available but it is still kept mostly in a safe place. There are toilets in schools but most of them do not have running water facilities. Students and teachers have to carry the water to the toilets from quite some distance. Exclusive girls' toilets are still not available in many schools. The issue of cleaning toilets is another problem because in some villages,

villagers use the toilets after school hours and do not clean it afterwards. This compels the school management to either close the toilet doors or stop the usage of the toilet, which in turn, makes toilet facilities inaccessible for teachers as well. Similarly, even though drinking water facility is available in most schools, in many schools hand-pumps do not work and there is no alternative source of water. Efforts have been made by the government to improve the physical environment of school and some changes are visible, especially in rural areas. However, more improvements are required in order to make the teaching environment more conducive.

Chapter 3: Historical Context of Teacher Policy in Jharkhand

Prior to 1976, elementary schools in Bihar (undivided) involved high degree of community participation with teachers accountable to the local community. In 1976, the state government overtook the control and management of all elementary schools. This marked a significant change in the working of the schools in two ways: (i) it ended the local community participation in schools, and (ii) it transformed teachers (working as social workers in these schools) to government employees with higher pay and better social status but no accountability towards the community as a whole. This change implied that the local communities became dependent upon the state, which curbed local initiatives. After elementary schools, the government also took charge of all secondary schools also in October 1980. The government also decided to become solely responsible for all new schools. As a result, apart from a few girls' schools under Project Kanya Vidyalayas, no new secondary schools were set up in the 1990s. The adoption of the National Policy on Education (NPE) in 1986 also did not lead to any significant change in the educational scene in the state, except a few Jawahar Navodaya Vidyalayas that were established.

The increasing demand for schools, the inability of the Government to open new schools and lack of trained teachers in the government schools unlocked opportunities for private unaided schools to flourish. Between 1991 and 2005, many private unaided schools (affiliated to CBSE and ICSE Boards) were established. Inadequate quality of school infrastructure and education in government schools coupled with the desire for English medium school pushed the middle-income parents to opt for private schools as the only alternative. The expansion of the private sector and the preference of middle-income parents to send their children to private unaided schools also implied that only children from low-income families would attend government schools. Thus, during this period, the educational scene was characterised by the emergence of expensive private schools on one hand and high salaried government teachers with little or direct accountability towards the community on the other.

As per NPE, every state was expected to establish a District Institute for Educational Training (DIET) in each district with the assistance of the Government of India. Undivided Bihar had earlier established Primary Teachers' Education Centers (PTEC), which provided pre-service training to primary teachers. Post-1986, the state government upgraded some of the PTECs to become equivalent to DIETs. This prevented the development of new and well-resourced DIETs as academic support structures in the state. Prior to 2000, primary teachers were appointed as per the Elementary Teachers' Appointment Rule 1991,

and it was undertaken by the District Establishment Committee headed by District Magistrate (DM). For the recruitment to the post of elementary teachers, the Bihar Public Service Commission (BPSC) would conduct a written test for all eligible applicants. Final recruitment was done from the list of recommended names forwarded by the BPSC, which was based on the merit list as per the written test. The seats for different categories of teachers were reserved as per the reservation policy of the then state government. The minimum educational qualification for a primary teacher was Matriculation (till 1980 it was class 11 but later it became class 10) with 45 per cent marks. As explained earlier, the prerequisite of pre-service training was removed with a view to eliminate and phase out substandard training institutes. The untrained recruited teachers underwent one year of basic training in a government Primary Teachers Training Colleges (PTTCs).

There were three rounds of appointment of primary teachers that took place between 1994 and 2000:

- i. **1994:** Bihar Public Service Commission conducted exams to select 25,000 teachers
- ii. **1998:** 1,000 trained teachers were appointed through the same process
- iii. **1999:** 14,000 primary teachers were appointed by this process

As a solution to eliminate poor quality teacher, the state decided to recruit highly qualified individuals without prior training through direct and open recruitment. According to Common School System Commission, Government of Bihar, 2007 the initial impact on schools was very positive but this atmosphere could not be sustained for a long period of time. After a gap of few years, in-service training was imparted to these teachers, which focused on theoretical aspects but did not take into consideration classroom practices and teachers' needs. It eventually led to decrease in teachers' motivation, energy and enthusiasm.

At this juncture, private teacher training colleges emerged and many students opted for these private colleges in order to fulfill the criteria of 'being trained'. This led to a pool of trained candidates with low-quality training. Around this time, Bihar was bifurcated and Jharkhand was born. The new state government mandated pre-service training for teacher-aspirants. The Common School System Commission (Government of Bihar, 2007) felt that these trained teachers, from private teachers training colleges, flooded the schools but led to further decline in the quality of education in the state.

Since 1986, elementary school teachers have received central government pay scales. In 1986, Matric trained elementary school teachers received a basic scale of Rs 1,200-2,400. Posts for trained graduate teachers (TGTs) and Headmasters (for upper primary schools) were filled through promotion as per

Elementary Teacher Promotion Rule 1993. Since a large number of elementary teachers were TGTs, the minimum qualification requirement for the post of Head Master (Upper Primary School) was upgraded from graduate trained to postgraduate trained (Neighborhood School System Commission Bihar 2007 Report).

In 1991, Bihar Education Project Council (BEPC) was established with UNICEF financing, which focused on improving the quality of primary education. BEPC started their work in the Sitamarhi district under the Sitamarhi Yojana and later extended their work to seven more districts in (undivided) Bihar. The UNICEF programme, in the second stage, was merged with the World Bank financed District Primary Education Programme (DPEP) in 1997. The Bihar Education Project Council was entrusted to carry out this programme and it actively transformed the shape of primary education in Bihar.

With the introduction of BEPC and DPEP, two different set-ups emerged within the primary education sector in the state. One was the ever-existing government structure while the other was the motivated 'mission mode approach' promoted by DPEP through BEPC. While the mission mode brought a high level of motivation among those involved it also led to some short-term solutions without adequate institutional long-term plans for reform. New primary schools opened under Education Guarantee Scheme (EGS) and Alternative Institutions of Education (AIE) schools by DPEP had simpler processes than those followed by the department. However, teachers were recruited on contractual basis.

Later, some DPEP schools were transformed into regular schools and were called New Primary Schools (NPS) which had its own building and other facilities. Teachers who were hired on contract basis under DPEP were transferred to these schools. However, despite introduction of Sarva Shiksha Abhiyan (SSA) and discontinuation of DPEP, issues related to contractual nature of teachers' appointment were ignored. The teachers who were hired on contractual basis assumed that they would be absorbed as regular teachers and started demanding for their rights. Due to the lack of foresightedness and any clear long-term policy on contract teachers, the state continues to face enormous difficulties related to this issue.

It was during this time that Bihar was bifurcated and Jharkhand state came into being. On 12th April 2001, Jharkhand Education Project Council (JEPC) came into existence as an autonomous body registered under the Societies Registration Act 1860. The Council was established to implement programmes such as Sarva Shiksha Abhiyan (SSA), National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidyalaya (KGBV). The establishment of the Village Education Committees (VECs) was a move to re-involve the community. The newly formed state exhibited high

enthusiasm among government officials to initiate positive changes. Construction of school buildings, training of teachers on regular basis, and the development of Cluster Resource Centers (CRCs) and Block Resource Centers (BRCs) were undertaken actively, and VECs were strengthened through capacity building and expansion of their roles.

To meet the growing demand for teachers, 10,000 contract teachers were appointed in 2004 followed by appointment of additional 491 contract teachers' in 2008. Similarly, in order to deal with teacher training related challenges that arose due to the decay of the pre-service training institutes in (undivided) Bihar, JEPC made arrangements to provide in-service training to teachers. However, this was an adhoc arrangement that continues till date and no effort to revive the virtually defunct teachers training institutions was made.

With the enactment of the Right to Education Act 2009 and the adoption of Universalization of Secondary Education (USE) framework by the Rashtriya Madhyamik Shiksha Abhiyan (RMSA), the role of a teacher emerged as one of the most crucial one. The current recruitment process follows norms as laid down in two separate notifications for elementary and secondary teachers (notification no. 1632 dated 05/09/2012 for elementary and notification no. 2425 dated 04/09/2012 for secondary). However, the understanding of the current processes would be incomplete without looking at the way these policies/practices evolved.

3.1. Recruitment process in the past

In the past, the recruitment process of primary teachers was simple. A list of successful candidates from PTTCs was shared with the Director, School Education (DSE) and based on the year in which the candidates had cleared their exams (and not marks) they were shortlisted by a committee constituted at DSE office. After scrutinizing relevant documents, the list was sent to the District Commissioner (DC) for approval. After DCs approval, these candidates were recruited as primary schools teachers. After the formation of Bihar Public Service Commission (BPSC), only trained teachers were recruited. An entrance examination was conducted to shortlist the candidates. Successful shortlisted candidates' names were sent to Director (Primary) in order to finalize the appointment formalities. When the requirement of pre-service training was removed in the 1990s, untrained teachers were also allowed to appear in the BPSC examination.

However, Jharkhand Public Service Commission (JPSC) came into existence in 2000 and allowed only trained candidates to be recruited. District Education Officers would compile vacant posts in high schools

and a consolidated list would be sent to the Vidyalaya Seva Board (VSB), which advertised the vacant posts. Minimum educational qualification required was Graduation and B.Ed. Testimonials and documents were scrutinised, interviews would be conducted and candidates who passed the interview were appointed.

3.2. Transfer and Re-deployment

Till 1980, transfer of teachers was done by the DSE with the approval of Development Commissioner. Later, an establishment committee was formed at the district level. This establishment committee could undertake decisions related to transfer of teachers. During this period, transfer and posting of teachers was done at elementary level without considering the requirement of the vacant post and the qualification of the teacher. For example, Science teachers were posted in posts that were meant for Arts teachers, Math teachers were posted for vacant posts meant for Sanskrit teachers etc. This trend continued till recently. However, this mismatching of posts and qualifications was not present in secondary schools. Regional Deputy Directors of Education (RDDE) prepared the list of subject wise teachers' vacant posts in districts with the help of respective DEOs and used that list for transfers. However, there was some degree of similarity between transfers of teachers in secondary and elementary schools. Teachers, who desired to be transferred, would explore connections with local politicians and use their influence to be re-deployed to district/block of their choice.

3.3. Salary disbursement

During the 1960, the salary was disbursed through money orders sent to block offices. Post 1970, this was sent to the treasure, which later routed the salary to block offices. Block offices disbursed the salary, when they received the same, to the teachers. With the introduction of Right to Education 2009, electronic transfers were initiated by the treasury. Hence, the bank accounts of teachers were linked (through the Human Resource Management System) and treasury debited their accounts directly with the salaries.

3.4 In-service training before SSA/DPEP

Table 3.1: Evolution of professional development practices in Jharkhand

Process	Norm	In undivided Bihar	Post Jharkhand
Professional Development	In-service training	Initially, during 1960-80s, it was once in 2-3 years but after BEP (1991) it was once in every year.	Once in every year for 20 days as per SSA norms.
	Practice of need assessment	Absent	Exists
	Other form of staff development	Absent	Exposure visits and Study tours, sharing workshops are being conducted on regular basis.

Before the introduction of BEP and DPEP in select districts and for districts that were not covered under the programme, the opportunities for periodic professional development and training for teachers were limited. Teachers were trained once in 2-3 years and practice of need assessment and other forms of staff development was absent. In 1994, the concept of in-service teacher training was initiated by DPEP in selected districts. Before that, teachers had received some training under BEP as well in districts that were covered by the programme. Apart from opening new schools and ensuring higher enrolments, DPEP introduced the concept of cluster and block level resource centers for academic support and teacher training facilities. Post 2000-2001, this model continued under SSA for all the districts. These features highlighted the advantages of regular and continuous professional development activities.

3.5 Promotion and performance appraisal

Table 3.2: Career growth for teachers

Process	Norm	During 1960-80s	During 1990 onwards
Career Advancement	Performance Evaluation	Absent	Some degree of evaluation from cluster/block/district officials was started during BEP era; continued by JEPC.
	Promotion	Rare but provision existed	Almost rare for individual elementary school teachers
	Basis of promotion	Seniority	Even after acquiring higher degree, promotion is not automatic

Promotion opportunities for elementary school teachers have always been limited. Despite the attainment of requisite qualifications, teachers would often retire from the same post. Seniority was the sole criterion used for promotion. During DPEP, teachers were given the post of Cluster Coordinator although it was not treated as promotion (Jha et al., 2001) because they had to go back to teaching after a stipulated period of time. No formal system of performance evaluation was implemented either at teacher or school level.

3.6. Non-teaching duties

Table 3.3: Comparing the workload with respect to non-educational duties outside school, Pre and Post 2009

Process	Norm	Pre 2009	Post 2009
Non educational duties	All kinds of surveys	Existed for all surveys for all elementary school teachers	Exists only for Population Census, Election work and Disaster Relief

The Right to Education Act 2009 brought a major relief for elementary school teachers with respect to the non-teaching duties that they were expected to fulfill outside the school. Earlier, they were deployed for

non-educational activities like cattle survey, primary health survey, and census and election duty. The Act has restricted the non-educational duties to population census, election duty and disaster relief.

3.7. Grievance redressal

There is no special grievance redressal cell or mechanism for government teachers in the state. Common grievance redressal procedure that is meant for all government employees, based on rules drafted by the Department of Personnel Administration, is followed for teachers as well. Teachers who have any grievances submit their application with the higher authority. They can also approach the judicial system to file grievances. Depending upon the nature of the grievance, the cases are sent to the next level of authorities for disposal. There is no definitive time frame to settle their grievance and it often takes months and years to resolve issues.

3.8 Timeline of major educational policies of Jharkhand (since its inception)

Table 3.4: Timeline of major educational policies of Jharkhand⁴

Year	Timeline of Major Educational Policies of Jharkhand
2000	Jharkhand became the 28 th state of Indian Republic, carved out from Bihar. It came into existence on 15 th November 2000
2001	On 12 th April 2001, Jharkhand Education Project Council (JEPC) was registered under Societies Registration Act, 1860
2002	Jharkhand PrarambhikVidyalayNiyuktiNiyamavali 2002 (Notification No. 756 dated 29 th June 2002) which laid down rules for recruitment for primary school teachers in the state.
2002	Resolution on direct recruitment of subject teachers in high schools (70%), indirect recruitment through promotion of eligible teachers of primary and middle schools (25%) (Resolution No. 3629 dated 31 st August 2002)
2003	Jharkhand Academic Council Act came into existence on 02.07.2003
2006	Amendment in the Recruitment Rules as specified in the previous notification No. 756 dt. 29/6/2002 regarding minimum qualification (Notification No. 4274 dated 26 th Dec 2006)
2009	Amendment in the Recruitment Rules regarding qualifying paper on regional language of 50 marks in the main examination for reading, writing and speaking (Notification No. 1842 dated 16 th September 2009).
2009	Amendment in the Recruitment Rules regarding examination to be conducted in two stages – one as prarambhikpariksha of general knowledge and regional language and other as a main exam of three hours for language, science and social science. (Notification No. 2196 dated 23th October 2009)
2011	Jharkhand State Rules made for Right to Free and Compulsory Education Act 2009 (RTE) (Gazette Notification No. 313 dated 11 th May 2011)
2011	Amendment in the Recruitment for treating PrarambhikPariksha to be treated equivalent to Teacher Eligibility Test (TET). (Notification No. 1341 dated 14 th May 2011)

⁴A brief overview of Educational Initiatives in Jharkhand is being attached in Annexure I.

Chapter 4: Teacher Recruitment in Jharkhand

Since its inception, Jharkhand has undergone two recruitment processes, in 2003 and 2009. Recruitment of teachers, for both primary and secondary schools (government) is conducted through direct process (fresh recruitments) and indirect process (for substitution, through promotion or on compassionate grounds). Currently, there are 23.75 per cent vacant posts for matric-trained and 51.52 percent vacant posts for graduate-trained teachers in government elementary schools. For secondary schools, 76.73 per cent posts for teachers are currently vacant. Recruitment for teachers in aided-schools is initially undertaken by the management and is then approved by the Government. Table 4.1 gives an overview of the recruitment norms in Jharkhand.

Table 4.1: An overview of recruitment norms

Norm	Elementary School Teacher	Elementary School HM	Secondary School Teacher	Secondary School HM
Minimum Educational Qualification	<u>Primary:</u> Higher Secondary/Inter passed + trained teachers for primary grades <u>Upper Primary:</u> Graduate + trained teachers for upper primary grades	<u>Primary:</u> Only Head Teachers (No HM post) Solely based on promotion <u>Upper Primary:</u> Promotion of BA/MA trained teachers	Graduate with 50% marks and B.Ed.	BA Trained/MA trained Senior teachers are promoted
Cadre	Grade 3			Gazetted cadre
Competent Authority	Dist. Superintended of Education (DSE) (Appointing Authority) Directorate of Primary Education (Selection Authority)		District Education Officer (DEO) (Appointing Authority) Directorate of Secondary Education (Selection Authority)	
Unit for appointment	District		State	
Calculation of Vacancies	1:40	Not appointed for primary schools	Subject-wise	Number of Secondary Schools
Minimum Age	18 years		21 years	
Maximum Age	35 years (General); 37 years (BC and EBC); 38 years (Women from BC and EBC) 40 years (SC and ST); 40 years (Handicapped); 43 years (Handicapped Women from BC/EBC); 45 years (Handicapped from SC/ST); 50 years (Contract teachers)			
Age of retirement	60 years			

4.1 Direct recruitment process

Direct recruitment process is quite similar for teachers in elementary and secondary government schools, with slight variations in appointing authorities, geographical unit for application, calculation of number of vacant posts, age and educational qualifications. Both these recruitments follow the guidelines developed for the purpose by the Government of Jharkhand (Jharkhand Prarambhik Vidyalay Shikshak Niyukti Niyamavali No. 1632 dated 5.09.12).

Following are the different steps undertaken during the direct recruitment process:

- a. **Identification of vacancies:** As per the required PTR norms, the Block Extension Education Officer (BEEO) identifies the vacancies at the block level. Prior to RTE, the PTR for calculation of vacancies was taken as 40:1 but after the introduction of RTE Act 30:1 is taken as requisite PTR. School-level vacancies are consolidated at the block level and are submitted to DSE at district level. All district-level demand for new teachers is sent to the state authorities. The final decision regarding the number of teachers to be recruited and when to initiate the recruitment process is decided by the HRD officials in consultation with the Finance Department, Ministry of Primary and Secondary Education and the Chief Minister.

The amount of money to be sanctioned for new recruitments for a particular year is decided by the Finance Department. Based on this amount and salary of new teachers, total number of new recruitments for a particular year is decided by senior bureaucrats (in consultation with the Finance Department). Often, the number of actual recruitment is less than the demand estimated on the basis of norms and existing vacancies. After the decision for recruitment is taken, the recruitment notification for each district, along with the list of block-wise vacancies, is published. This notification includes eligibility criteria, selection process and criteria, pay scale, reservation for different categories and specific deadlines.

After the enactment of RTE, the basic qualification required for an elementary teacher in Jharkhand is Higher Secondary/Intermediate/any degree or equivalent examination passed with 50 per cent marks and completed D.El.Ed./B.El.Ed from NCTE approved College/Institution.

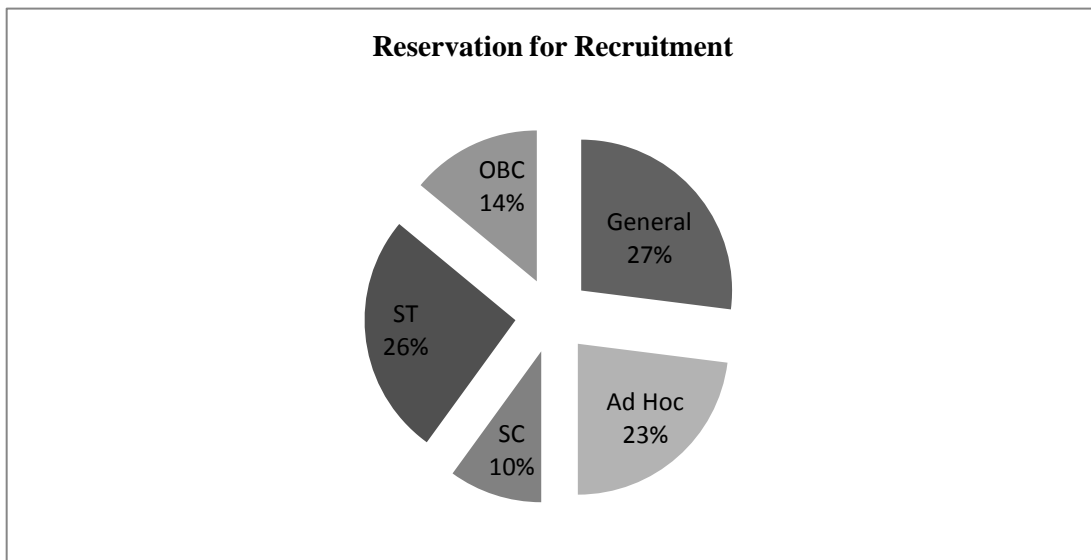
- b. **TET, Entrance Test and Verification of Testimonials:** All teacher aspirants, who fulfill the basic eligibility criteria of age and educational qualifications, appear for Teachers' Eligibility Test (TET) conducted by JAC. Only after clearing the TET, candidates can appear for the teachers' entrance examination conducted by JPSC. Those candidates who clear the JPSC entrance exam are recruited as regular teachers in government schools.

Based on the rank obtained in the entrance exam, merit lists for each social category is prepared and academic as well as caste certificates of short-listed candidates are verified. Short-listed merit candidates from ST, SC and OBC categories are given first preference and after the required number for each of the three reserved categories is fulfilled, merit candidates from General category are selected. This process takes about 1-2 months because there are often delays due to administrative issues like verification of documents related to marks, caste, income and medical certificates.

c. **Secondary School Teachers:** The direct recruitment for secondary school teachers is similar to the process explained earlier for elementary teachers. However, there are slight variations such as minimum qualification requirement is Graduation with B.Ed. and minimum age is 21 years.

d. **Reservation Policy**

Figure 4.1: Reservation quota for recruitment, Jharkhand



The State Reservation policy clearly states that reservation quota for each category (as shown in Figure 4.1) has to be maintained. In the above figure, ad hoc refers to those teachers who are recruited based on their experience in the field. They might not have cleared the requisite entrance test but have been a part of the system for many years. Within the 14 per cent reserved for backward classes, 8 percent is reserved for extreme backward castes (Schedule I) and 6 percent for backward castes (Schedule II). Also, out of the total number of posts for which recruitment process takes place, 50 percent posts remain vacant.

4.2 Recruitment of contract teachers

Those candidates who have cleared the TET but do not clear the entrance exam i.e. CET, are recruited as contract teachers in the respective block (where they have applied). As per the latest decision of the state government (10th July 2014), 50 per cent of the vacancies are to be filled through contract teachers with the same qualification and training parameters as outlined for regular teachers i.e. contract teachers have to fulfill the required qualification and training as laid down by the RTE State rules. However, when the recruitment for regular teachers begins, contract teachers are permitted to apply for regular posts.

4.3 Recent developments on teacher recruitment

Recently, GoJ initiated the recruitment process where 6,609 successful candidates submitted their application. The officials are trying to expedite the recruitment process for immediate appointment of teachers. For example, in Ranchi district, 1,332 candidates cleared TET for teaching primary classes (class I to V) and 52 for Urdu teaching posts. The merit list for class XII trained teachers is prepared on the basis of ST, SC and OBC categories based on the percentage of marks obtained in matric, intermediate exam (Class 12) and teacher training and are divided by 3 and thus in the final figure the TET exam percentage is included as per the norms laid down in the Niyukti Niyamavali (Niyukti Niyamavali No. 1632 dt. 5/9/2012 page no. 12-13). This exercise is in progress in every district by the Zila Shiksha Sthapna Samitis (ZSSS).

A notification by HRD, GoJ was issued on 31st July 2014 (No. 1533), which stated that as per RTE guidelines, teachers for subjects such as science, mathematics, social studies and language would be recruited for classes 6 to 8. To meet RTE norms, 7,926 graduate-trained teachers need to be recruited. On 10th September 2014, the cabinet decided that in order to create new graduate trained post of 7,926 teachers, 7,926 units from the available sanctioned units of intermediate-trained teachers (whose total sanctioned posts is 20,858) would be surrendered. Once approved, 50 per cent of 7,926 posts would be filled through Jharkhand Prarambhik Vidyalay Shikshak Niyukti Niyamavali (2012) and remaining 50 per cent through promotions (through the Teachers Promotion Rules).

4.3.1 Calculation for Merit List Preparation

In order to calculate the academic achievement of candidates, the marks obtained in Matric (Class X), Inter (Class XII) and Teacher Training Exam is combined and then divided by three to obtain the average marks/percentage. Extra or additional subjects are not included in this calculation.

Table 4.2: Marks for merit list calculation

S.No.	Average percentage calculated	Marks for Ranking
1	90 percent and above	10 marks
2	80 percent and above but less than 90	06 marks
3	70 percent and above but less than 80	04 marks
4	52 percent and above but less than 70	02 marks

4.3.2 Staff Selection Commission as Recruiting Agency

Staff Selection Commission (SSC)⁵ was recently introduced as the recruiting agency in Jharkhand. The roster for 1,739 teachers has been cleared for Government High Schools. Further, the SSC has prepared

⁵The Jharkhand Staff Selection Commission (J.S.S.C.) has been constituted by the Jharkhand Staff Selection Commission Act 2008 (Jharkhand Act 16, 2008) and it has been published vide Gazette notification no. 829 dated 6

orders that will be sent to Personnel and Administration Department, (GoJ) in order to advertise for the vacant posts. These posts are for 27 different subjects and in one school, a maximum of 4 Language teachers, 2 in Science and 3 in Humanities will be appointed. (Prabhat Khabar Newspaper)

Since 2002, following recruitment-specific notifications have been issued:

Table 4.3: List of recruitment specific notifications issued since 2002

Year	Notification No./date	Nature of notification	Nature & Context
2002	756 dated 29/06/2002	Regular Teachers Recruitment Rules (up to class 7 as stated)	Known as – Jharkhand PrarambhikVidyalayNiyuktiNiyamavali 2002
2002	1126 dated 24/08/2002	Amendment in the rules notified vide no.756 dt. 29/6/2002	Defined the level of examination for trained teachers from recognized institutions
2003	549 dated 06/03/2003	Amendment in the rules notified earlier	Related to age relaxation for 5 years for first appointee trained teachers and some technical corrections.
2006	4274 dated 26/12/2006	Amendment in the rules notified earlier	Related to eligibility – two years diploma in teacher training or its equivalent or B.El.Ed in elementary education or B.Ed. and on physical education. Secondly replaced the word matric standard with higher secondary/intermediate or equivalent
2007	1691 dt. 14/08/2007	Amendment (There was an advertisement published in local newspaper related to this amendment)	Related to Teacher Recruitment Test for candidates (trained). Details subjects on which recruitment examination will be conducted along with the marks relaxations for ST,SC and OBC.
2009	No. 1842 dt. 16/09/2009	Amendment	Details of teacher recruitment test. Main examination will be of secondary/matric or its equivalent standard (excluding regional languages) along with one qualifying paper on regional language of 50 marks to assess the reading-writing abilities of the candidate. Medium will be Hindi or English. If advertised for Urdu, then Urdu will be included in it.
2009	No. 2196 dt. 23/10/2009	Amendment	Teacher recruitment examination will be held in two phases. First phase examination will test subjects like GK and regional language competency. It will be for two-hours. After one month, the second phase examination will take place covering other subjects.
2011	No. 819 dt. 29/03/2011	Amendment	Added ‘Kurmali’ as regional language in the list of languages spoken in different districts of Jharkhand.
2011	No. 1341 dt. 14/05/2011	Amendment	The ‘Prarambhik Pariksha’ will be treated as equivalent to TET only for this particular scheduled examination. Secondly, those who are graduates will be selected for upper primary classes.
2011	No. 1342 dt. 14/05/2011	Resolution to cancel the previous one No. 2057 dt. 07/10/2009	Age relaxation for two years has been cancelled.
2011	No. 1450 dt. 23/05/2011	Letter from HRD GoJ to Chairman, JAC	To follow the NCTE guidelines for conducting TET.
2012	No. 95 dt. 22/09/2012	Advertisement from JAC for TET	First time after RTE, TET being rolled out by JAC in Jharkhand.

December 2008 of Jharkhand Government. Jharkhand Act 2008 has been amended by Jharkhand Act 03,2011 and Jharkhand Act 19,2011; published vide Gazette notification nos. 153 dated 24 February 2011 and 687 dated 11 October 2011 respectively.

4.4. Challenges

There are many challenges in the recruitment process of teachers in the state. Jharkhand has developed multiple structures within the education department, which has led to controversies in the recruitment process. The lack of definitive policies and continuation of different categories of teachers with same educational qualifications but differential pay due to the nature of recruitment is the main reason for this state of affairs. These multi-structure set-ups are not conducive and act as a de-motivating factor for the teachers.

- i. *Lack of planning for recruitment processes:* The education department is responsible for issuing notifications for recruiting teachers for elementary and secondary schools in Jharkhand. At the same time, the state also has to issue necessary orders for different local bodies to recruit contract teachers at the school/block level. However, the recruitment processes face obstructions because of controversies, court cases and a lack of planning. The process is long and takes more than 3 to 4 months to complete all formalities. This gets further extended if any controversy happens to erupt. For example, the recently conducted TET examination was surrounded by controversies related to cut-off marks. Similarly, in 2009, JPSC conducted exams for recruitment of teachers and the results were declared till late 2014 due to the pending court cases.
- ii. *Issue of contract teachers - Continuation of their recruitment and lack of career growth chart for contract teachers:* Despite the RTE 2009 norms which stipulate that only regular teachers should be recruited, contract teachers are still being recruited in Jharkhand. According to the latest order (Jharkhand Prarambhik Vidyalay Shikshak Niyukti Niyamavali No. 1632 dt. 5.09.12) the state has asked the department to fill 50 per cent of vacant posts (for overall vacant posts) through recruitment of contract teachers. Furthermore, although there is no relaxation in the educational qualifications for contract teachers, there is no career growth chart or assurance of regularization for contract teachers.
- iii. *Differential pay despite same educational requirements and duties:* The prime difference between regular and contract teachers in the state is that regular teachers have to clear the entrance exam and their salary and other benefits are as per the central government pay scales. At the school level, both regular and contract teachers have the same qualifications, duties (teaching and non-teaching) and accountabilities. However, there is absence of a growth chart for contract teachers, which can create rifts between the two sets of teachers. During group discussions with teachers, it was observed that both contract and regular teachers work cordially with each other, but this cannot be taken as indicative of absence of any form of dissatisfaction among contract teachers.

In conclusion, it can be stated that the state is far from fulfilling its RTE requirements. The education systems needs urgent reforms related to teacher recruitment and regularize contract teachers that the state has accumulated (and continues to accrue) over decades.

Chapter 5: Transfer and Deployment of Teachers in Jharkhand

The rationalization of teachers, ideally, includes calculation of school level PTR and re-deploying excess teachers to schools that have vacant posts. However, there is high concentration of teachers in urban areas and high number of vacant posts in rural areas. Therefore, there is an urgent need to redeploy excess teachers from urban to rural areas. Along with rationalization, there is also a need to evolve transparent system for transfers and redeployment, which should be both child-centric and teacher-friendly. Teacher transfers are as vital as the recruitment process. A fair transfer process needs to ensure that it is transparent, inclusive and caters to the needs of different categories of teachers.

5.1. Elementary and secondary school teachers

Post-2000, Jharkhand adopted the same transfer and redeployment rules that were followed prior to its bifurcation. Currently, teachers are transferred and deployed through Zila Prarambhik Shiksha Samitis (ZSSS)⁶, which is a part of the Education Department. District Commissioner is the ex-officio chairperson while the DSE is the ex-officio Member Secretary for ZSSS. These district level sthapna sammittees have been given the power to transfer the teachers twice in a year (May-June and Nov-Dec) and any deviation is allowed only under special circumstances, e.g., death, illness, vacancy or other administrative reasons provided (i) it is approved by Minister/Council of Ministers with specific approval by Chief Minister; (ii) if transfer and posting is conducted by subordinate officers under delegated power of transfer, specific prior approval of the immediate superior officers is obtained.

Duration of minimum 3 years has to be maintained at a given post before transfer can be obtained. In some circumstances (e.g. personal issues are considered as special cases), this can be reduced to 2 years.

Transfers are usually done in their home or neighboring blocks. Director Primary is the main authority for inter-district transfers of teachers. In the last seven years, no mass transfers have taken place in Jharkhand. There is also a provision for couple transfers in the rules laid down by the Personnel Department. The law permits for couples to work in the same school although the Department does not favor this practice. Although no written rule/order documents this practice, it is believed that when couples work in the same school, they might not be dedicated towards the school in the long run.

⁶Composition of ZilaPrarambhikShikshaSamiti (ZSSS)

a) Dy. Commissioner (DC)	-	Chairman
b) Dy. Development Commissioner	-	Member
c) District Education Officer (DEO)	-	Member
d) District Welfare Officer	-	Member
e) A gazetted ST and SC officer nominated by DC	-	Member
f) District Superintendent of Education (DSE)	-	Member Secretary

For secondary schools, subject-wise list of vacant posts is compiled by the DEO at the field level and is compiled by the RDDE at the commissioner level. After compilation, this list is shared with the directorate to initiate transfer process. The process followed for transferring secondary school teachers is same as that for elementary school teachers. Contract teachers, on the other hand, are not transferred and redeployed because they are managed by the local bodies.

5.2. Concerns and Challenges

The biggest challenge for transfers of teachers is that there is no policy which defines, guides and facilitates transfers and rationalisation of teachers. This is also reflected in the urban-concentration of teachers in the state. Responsibilities for transfers have been delegated to the district level committees, with provision for approval of transfers by Ministers. Lack of transparency breeds malpractices within the system and limits access to transfers to those with political connections.

- i. *Lack of state-level transfer policy, district level committees follow independent processes:* There is no uniform state level transfer policy for regular teachers. The state has decentralised the process and established District level committees for processing transfers. However, the role of the committees is unclear and since each committee can process transfers independently. This leads to discrepancies and lack of homogenous practices.
- ii. *Irregularities due to lack of transparency and political involvement:* The undefined role of district level committees, the provision for approval of transfers by Ministers and lack of transparency for individual cases of transfer breeds irregularities in the system. This needs to be tackled by an inclusive transparent policy at the state level.

Chapter 6: Salary and Service Conditions of Teachers in Jharkhand

Profile of teachers in primary schools has undergone considerable change after the government overtook the management and expansion of schools (elementary and secondary) and introduced the government service status. Primary school teachers are no longer dominated by upper-caste Brahmins, and teaching as a profession has become widely accessible to those from other social strata as well. Until recently, the rapid growth of primary school network meant that a teaching post was virtually guaranteed on completion of some basic training. Low entry requirements for a lifetime of secure government service worked as a powerful attraction for the profession, especially as unemployment rates have been high. Even though avenues for career advancement within elementary teaching are limited, salary, allowances and other non-monetary benefits are key factors for motivating teachers to join and stay in the profession. However, in comparison, contract teachers are paid very low salaries, with no additional allowances and non-monetary benefits, no provision for transfers or career growth prospects.

6.1 Regular teachers

Apart from the differences in pay scales, all other allowances, monetary and non-monetary benefits for all teachers (elementary and secondary) are the same across the state.

Table 6.1: Pay scale for regular teachers in Jharkhand

Norm	Elementary School Teacher	Elementary School HM	Secondary School Teachers	Secondary School HM
Pay scale	Rs. 9300 – Rs. 34800	Rs. 9300 – Rs. 34800	Rs. 9300 – Rs. 34800	Rs. 9300 – Rs. 34800
Grade pay*	Grade Pay 4200, 4600	Grade Pay 4800, 5400	Grade Pay 4600 (+2 teacher Grade Pay 4800)	Grade Pay 5400
Annual increment	3% of Basic + GP (multiple of 10)			
Paid leave	60 days annually (this includes summer vacations and other holidays)			

* Grade Pay is a pay component newly introduced by 6th Central Pay Commission. It is common amount payable to all employees in a pay band, irrespective of the Basic pay drawn in the pay band.

6.1.1 Salary scales and annual increment: Regular teachers (both elementary and secondary) in government schools in Jharkhand belong to third cadre. They get non-salary benefit such as medical allowance Rs. 300/- per month (w.e.f.1/9/2008), house rent (20 per cent of basic salary in cities and 10 per cent of basic salary in rural areas), conveyance allowance [Assistant Teacher: Rs 800/- + percentage of DA (Rs 800/-) and HM:Rs 600/- + percentage of DA (Rs 1600/-)] and dearness allowance(100 percent of basic salary and paid twice in the year during January and July). They are also entitled for housing loan facilities. The pay scales are revised every 10 years and last revision was undertaken in 2006 as per the 6th Pay Commission recommendations. Promotions for teachers are supposed to take place every 12 years

and include upgradation of their grades, revision in pay scales and promotion from elementary schools to high schools (for those who have requisite educational qualifications). Teachers retire at the age of 60 and are entitled for PF, Gratuity and Leave Encashment benefits (for those recruited before 01/12/2004). For those teachers who were recruited after December 2004, contributory PF and gratuity benefits are available after retirement. The table below outlines the take-home salary for elementary and secondary school teachers in rural and urban areas:

Table 6.2: Approximate take-home salary

Elementary Teachers	Regular	Newly appointed	29,595/- (Rural)	30,945/- (Urban)
		15 years' experience	41,096/- (Rural)	42,976/- (Urban)
	Contract	5700/- pm (Class XII pass not trained)	6200/- pm (Class XII/BA trained)	6700/- pm (BA trained and TET qualified middle school posting)
Secondary Teachers	Regular	Newly appointed	37,494/- (Rural)	39,208/- (Urban)

About 8,000 untrained teachers, though recruited in 1994 were given training only in 2002, and hence, their date of joining was considered only from 2002. This affected their seniority and some of these teachers filed court case in the Supreme Court. Although the final judgment, given in 2013⁷, was in their favour, it affected only those teachers who had filed the case. Recently the state government announced to extend the benefit as per the Supreme Court judgment to all those teachers who were recruited in 1994. This led to a similar demand by a group of teachers who were appointed as contract teachers in 1982 and by other groups of teachers as well. Currently, the process has been withheld for re-examination.

In Jharkhand, Human Resource Management System (HRMS) has been introduced through which the salaries are directly debited to the bank accounts of teachers, like any other government employee, with automatic SMS notification facility. Just like other government employees, the HRMS has linked the bank accounts of teachers also with their Provident Fund accounts. The government will soon introduce a new system of drawing and disbursing of salaries in order to reduce the paper work of teachers. District Drawing Officer (DDO) and Block Drawing Officer (BDO) will be in-charge of this new system. Regular

⁷ SLP(CIVIL)-No.5520-5522/2012 order dated 08/03/13

teachers are entitled for pensions but due to untimely submission of papers and misappropriation cases, they currently face delays in release of pension.

6.1.2 Awards

Apart from various monetary and non-monetary allowances/benefits, teachers are also awarded based on their performance. These awards are given at state and national level.

6.1.3 Monetary Allowances

Table 6.3: Monetary allowances available to regular teachers

S. No.	Nature of allowance	Remarks
1	Time bound increment	Provision is there but teachers are hardly paid.
2	Additional Increment for 25, 30 and 35 years of service	Hardly paid to teachers.
3	Dearness Allowance	100 percent of basic salary and paid twice in a year (January and July months) regularly paid
4	House Rent Allowance	20% in cities and 10% in rural areas.
5	City Compensatory Allowance	No
6	Conveyance Allowance	Asst. Teacher 800/- + percentage of DA (800/-) HM 1600/- + percentage of DA (1600/-)
8	Medical Allowance	Rs. 300/- per month
9	GoI Pay Commission recommendation	Salaries as per 6 th pay commission recommendations
10	Provident Fund	Before 1/12/2004 – PF, Gratuity & Leave Encashment and after 1/12/2004- CPF and Gratuity
11	Pension	As per the rule laid down

6.2 Contract teachers

Contract teachers, recruited by the local bodies, are paid according to their educational qualification. However, they are paid a fixed amount per month with no additional monetary and non-monetary benefits. They are paid from SSA fund through JEPC with the approval of state government. There are three categories of contract teachers presently working in the state (see Table 6.4).

Table 6.4: Salary for contract teachers

	Educational Qualifications		
	Class XII pass; not trained	Class XII/BA and trained	BA Trained and TET qualified (middle school posting)
Contract Teachers Salary	Rs. 5,700 p.m.	Rs. 6,200 p.m.	Rs. 6,700 p.m.

The salaries given in the table above are consolidated salaries and no additional benefits are granted to them. During elections, contract teachers are deputed as booth level officers (BLO). Apart from election related duties, contract teachers are also deputed for different types of government surveys. Although the

salaries for contract teachers are directly debited in their bank accounts, disbursement of salaries is often delayed. When their contract is renewed, an honorarium is given to contract teachers. However, there is no system of annual increment in the salary for contract teachers.

6.3: Challenges

- *Non-payment of monetary allowances to regular teachers:* Alignment of regular teachers' salaries with 6th Pay Commission recommendations increased the salaries exponentially, making the government-school teaching profession really sought after. However, despite the provisions for various monetary allowances, like time-bound increments, additional increments for extended period of service, timely sanctioning and payment of these is an issue. They are often not sanctioned these increments. Two more monetary benefits, merit scholarship for children of teachers and housing loan facilities, are very difficult to obtain due to procedural delays and complexities.
- *Differential pay and benefits:* There are wide gaps in the salaries and benefits for regular and contract teachers. In addition, contract teachers do not get any paid leave or annual increment so far. Such disparities can lead to rifts within regular and contract teachers, which can adversely affect their performance in school.

Chapter 7: Duties and Day-to-day Management

Teachers have an important role to play, not only in the classroom but within and outside the school as well. Their contribution to various aspects outside the classroom is immense and in the following paragraphs, their roles, within and outside classroom, are discussed in detail.

7.1 Role of teachers within the school

7.1.1 Teaching Duties: Teaching duties includes:

- a. Framing the weekly time-table for the class
- b. Ensuring that all students have relevant textbooks (provided by the government)
- c. Preparing lesson plans as per the time-table
- d. Explaining topics/chapters using simple teaching-learning materials
- e. Maintaining student-related records (socio-economic profile of students, parent-related information, attendance and academic (CCE records)
- f. Taking remedial classes for slow learners
- g. Conducting and assessing tests

7.1.2 Autonomy in the classroom: By and large, teachers have the autonomy in the classroom to develop their own TLM based on the competency levels of the class. They also use varied methods to explain different concepts and utilize different activities that are grade/school specific and are free to make changes in their lesson plans.

7.2 Non-teaching duties

Apart from the above stated teaching duties, teachers are also assigned non-teaching duties in the interest of the school and children. For example, they are asked to assist the HM in maintaining data on out-of-school-children (OoSC) in the vicinity of the school. In elementary schools, teachers are also responsible for cleanliness of the school ground, classrooms and functioning of the library. These non-teaching duties are allocated by the HM. Along with that, they are assigned administrative work, which include: (a) Engagement of teachers in civil works activities; and (b) Clerical work mainly related to record-maintenance for MDM⁸.

7.3 Role and additional duties outside the school

During group discussions, teachers shared that after the implementation of RTE in the state, they are no longer assigned duties outside the school, apart from the ones that are mentioned above.

7.4 Concerns expressed by teachers

⁸ This is only an indicative list that was discussed during the FGDs.

- i. *Civil Works in School:* The construction activities in school create major problems, especially due to political interferences. Construction work involves certain technical expertise, which the teachers lack. HMs/HTs often involve teachers also as they find it difficult to maintain proper records on their own.
- ii. *Additional clerical duties in the elementary schools:* HMs or HTs are in-charge of clerical duties including accounts maintenance, arranging for caste/income certificate for scholarships for students and mid-day meal (MDM) related duties (i.e. buying vegetables and other groceries, ensuring cleanliness in the kitchen, maintaining certain level of food quality, maintaining the register for MDM). These additional duties are often passed on to teachers, which increase their workload.
- iii. *Maintaining CCE records:* Teachers have a wide range of records to maintain within the school. Post-RtE implementation, maintaining CCE related records for individual students has become strenuous for teachers. With a class-size of 30 plus students, teachers find it time-consuming to maintain detailed formative and summative development of each student. This also implies that CCE, in the true sense, is being compromised. However, one of the teachers who attended the State Level Consultation Workshop mentioned that if executed properly, it takes about 10-15 minutes daily to maintain these records.
- iv. *Leave sanctions are difficult to obtain:* The process for leave approvals is time consuming and teachers find it difficult to obtain leave sanctions.
- v. *Non-teaching assignments:* During FGDs, teachers expressed that non-teaching assignment add to their workload. However, according to DISE data analysis for 2010-11 and 2011-12 (see Table 7.1), only 7 per cent of teachers in 2010-11 and 11.5 per cent of teachers in 2011-12 were involved in non-teaching assignments. But a concern that emerges is that the number of non-teaching assignment days was quite high for a small percentage of teachers.

Table 7.1 Number of teachers involved in non-teaching assignment in Jharkhand

Number of NTA	Number of Teachers with Non-Teaching Assignment (NTA)	
	2010-11	2011-12
1 day - 10 days	2,661	5,953
11 days - 20 days	2,420	4,325
21 days - 30 days	1,672	2,511
31 days - 40 days	1,056	1,546
41 days - 50 days	801	1,063
> 51 days	2,886	3,755
Total Number of Teachers in involved in Non-Teaching Assignment	11,496	19,153
Total Number of Teachers in Jharkhand	1,66,591	1,66,762
Percentage of Teachers involved in Non-Teaching Assignment	6.90%	11.49%

In Jharkhand, it is very crucial for the government to define the duties of teacher within the school and ensure that they spend more time teaching in classrooms than getting involved in non-teaching duties, within and outside school.

Chapter 8: Career Progression and Performance Evaluation

Initial posting for a teacher is crucial but, even more crucial are the existing opportunities to grow, develop and progress within the system. This is possible through regular training, completion of higher degrees, clearing entrance tests and critical feedback from cluster/block/district officials.

8.1 In-service training for teachers

In the absence of SCERT, Jharkhand Education Project Council (JEPC) has been responsible for conducting in-service teacher training and SSA is the only sources of funds for training. DIETs have not played a significant role in pre-service and in-service training of teachers in the state and RMSA is yet to initiate its training component. However, that state has recently developed a teacher education plan taking note of NCF, NCFTE and RTE and has shared it with MHRD (GoI) for approval.

8.1.1 Finalization of duration and topics: Every year, District Level Offices (DLO) of JEPC prepares a proposal for teacher training as part of the SSA's Annual Work Plan and Budget (AWP&B). Consolidated AWP&B for all districts is presented to the MHRD (GoI) for approval. Based on the proposal presented, MHRD decides the number of days for in-service training and allocates the budget as per the number of man-days. After the finalization of duration, JEPC, in discussion with district level officials, decides the main topics to be addressed during the training for the given year.

8.1.2 Content and curriculum: After finalization of duration and topics, JEPC invites state resource persons, district officials and teachers to discuss the content and curriculum for trainings. The final content is typed and provided to the DLO and Block Resource Centres (BRC).

8.1.3 Decision on time, location and participation: After content-development, JEPC state-level officials prepare a tentative calendar of events for specific trainings to be completed within a given schedule. The calendar of events is sent to DLOs and is shared with BRCs and CRCs. Usually the BRC office is utilized for conducting block-level trainings. For other locations, BRC decides the logistics. For example, in 2014-15, an amount of Rs.100 per teacher per day was sanctioned by MHRD for conducting the training. This includes reimbursement of travel fare, food and other miscellaneous expenses. No DA/TA is given for attending training sessions.

All full-time teachers are asked to undergo training sessions. Each of the training is conducted in phases so that schools are not affected. CRP, in consultation with HM, decides participation of specific teachers

for different phases. Only those teachers who teach a particular subject/class/grade receive subject-wise and class/grade-specific thematic training.

8.2 Evaluation and monitoring

HM/HT is the prime evaluator for teachers to monitor their day-to-day teaching in the classroom and to ensure that classes are conducted smoothly. CRPs visit the schools and demonstrate lessons in the classes and also discuss academic issues with the teachers. The CRP is expected to visit every school, allotted to them, at least once in a week. However, this frequency is rarely maintained by them due to varied involvement in other departmental work. They also look after other things like the MDM, CCE updates etc. From time to time, block level officers (BRP/BRC/BEEO) also visit schools and give feedback based on classroom observations, maintenance of registers, accounts, other relevant documents etc. District level officers (DC, DDC, DSE cum DPC, DEO and other representatives) visit schools randomly. There is no minimum number of visits that the district officials need to make. However, analysis of number of academic inspections in schools, as reported in DISE 2012-13 (Table 8.3 below) indicate that those schools closer to cluster resource centres receive higher number of such visits than those away from the centres.

8.3 Disciplinary action against teachers

Complaints against teachers (from parents, SMCs, School/cluster/block/district level officials) are submitted to the HM/BEEO for offences such as moral turpitude, corruption, negligence and/or desertion of duty, refusal to carry out written orders of superior authorities, misappropriation of funds and sexual harassment. After submitting the complaint, HM/BEEO undertakes an evaluation of the complaint against whom the complaint is submitted. Normally these actions move very slowly and nothing happens except suspension on some rare occasions. During discussions with teachers, it was found that teachers are often framed for misappropriation of funds cases by SMCs/parents, leading to a sense of frustration and dissatisfaction.

8.4 Challenges

- i. *Promotion for elementary school teachers is a distant target:* After every 12 years, a teacher is normally entitled for promotion but promotions have not taken place for a long time. A few teachers have gone to court and obtained their promotion. Some of them who have served for more than 20-30 years retired as assistant teacher, without getting a single promotion. This de-motivates teachers and affects the quality of education imparted in school.
- ii. *Academic Support at School level:* Emphasis should be given by BRCs and CRCs to enhance the academic transactional abilities of teachers while they visit schools. They can do so by giving demonstrations using TLMs and activities.

Table 8.1: Distance from BRC and number of school visits in 2011-12

Distance from BRC (in KM)	Number of Visits from BRC in 2011-12						
	0	1 – 5	6 – 10	11 – 15	16 – 20	21 – 25	>25
0	890	181	72	20	4	5	0
1 - 10	11907	6272	1388	402	83	54	0
11 - 20	9589	5090	999	247	51	39	0
21 - 30	3229	1801	332	106	22	11	0
31 - 40	799	409	76	22	7	2	0
41 - 50	281	108	18	5	0	1	0
>50	197	98	14	2	0	1	0

Source: DISE Raw Data 2011-12

Table 8.2: Distance from CRC and number of school visits in 2011-12

Distance from CRC (in KM)	Number of Visits from CRC in 2012-13						
	0	1 – 5	6 – 10	11 – 15	16 – 20	21 – 25	>25
0	1282	272	338	492	463	827	0
1 - 10	9189	4042	6360	7307	5030	5614	0
11 - 20	806	542	623	534	305	239	0
21 - 30	113	69	76	70	24	18	0
31 - 40	33	15	27	25	4	7	0
41 - 50	11	7	17	6	0	0	0
>50	15	11	12	6	3	0	0

Source: DISE Raw Data 2011-12

Table 8.3: Distance from CRC and number of academic inspections in 2011-12

Distance from CRC (in KM)	Number of Academic Inspections 2011-12					
	0	1 – 5	6 – 10	11 – 15	16 – 20	>21
0	1981	1402	215	76	0	0
1 - 10	20796	14215	1762	769	0	0
11 - 20	1778	1084	127	60	0	0
21 - 30	224	126	14	6	0	0
31 - 40	65	44	1	1	0	0
41 - 50	31	7	1	2	0	0
>50	27	20	0	0	0	0

Source: DISE Raw Data 2011-12

The above tables (Table 8.1, 8.2 and 8.3) depict that the monitoring of schools by cluster, block and district officials is heavily dependent upon the distance of the school from the CRC and/or BRC. More than 5,600 schools that are located within 10kms from the CRC have received up to 25 visits from CRC officials in a given year whereas schools that are located beyond 50kms have hardly been visited. Discrepancies in the number of visits to different schools indicate neglect of schools that are located at a distance from the cluster/block centre, which adversely affects the quality of education in these schools.

- iii. *Promotion after obtaining higher degree:* There are several teachers who have acquired higher qualification but have not been promoted due to gaps in the policy.
- iv. *No system for performance review and appraisal:* The state does not follow any performance review and appraisal process to evaluate the teachers. Also, promotions are not linked to performance but to seniority of teachers in the system.

Chapter 9: Right of Teachers in Jharkhand

9.1 Right of the teachers to form associations

The State gives the right to teachers to form associations which can represent their issues and concerns. In Jharkhand, there are five registered Associations for teachers:

- a) Jharkhand Rajya Prathamik Shikshak Sangh
- b) Akhil Jharkhand Prathamik Shikshak
- c) Rashtravadi Shikshak Sangh
- d) Para Shikshak Sangh (two factions)
- e) Jharkhand Rajya Madhyamik Shikshak Sangh and
- f) Alpsankhyaka Shikshak Sangh.

These associations actively influence state education policies, especially those related to teachers, such as:

- a. Lack of service rules and promotion rules as per centre
- b. Lack of HMs post vacant in high schools (more than 95%)
- c. To not remove the post of Drawing & Disbursing Officer
- d. The retirement age for teachers should be 62
- e. Teachers should be paid according to grade-1
- f. Implement the provisions made in the RTE

However, teachers or teachers' associations do not have any representation in the upper council of the legislature, as was practiced in undivided Bihar. Also, there are no specific HMs associations active in the state.

9.2 Grievance redressal rights of the teachers

The grievance redressal procedure is common for all government employees in the state. No separate cell manages the grievances of the teachers. During interviews and FGDs, it was shared that, at times, annual campaigns are organized (not mandatory) by the District Commissioners along with HRD officials to resolve teachers' issues on one-time basis. But this is rare and seldom takes place. It all depends upon the initiative of the district authorities and their priorities.

Currently, there are 109 contested pending court cases related to the Education Department. Out of this, 67 cases are related to GoI schemes⁹. Teacher related cases have come down sharply. HRD GoJ has resolved many of them since the formation of separate state. Most of the pending court cases are from the Project School and not government school. These project schools were established in 1981-82 and in 1984-85 for girls' education. The teachers working in these project schools do not come under the service rules of the Education Department. There are around 250 such schools with 2,000 teachers and most of them have lodged cases of varied nature such as appointment and promotion. There also exists a Jharkhand Educational Tribunal where cases related to unaided schools (mostly CBSE, ICSE schools) are resolved.

9.3. Challenges

Currently, Jharkhand has a number of teachers associations that are active in the own capacities. However, they are not very organised and handle majority of the issues through strikes and bandhs. Absence of dedicated cell/mechanism for addressing teachers' grievances has led to high number of court cases.

⁹These cases pertained to schemes of mass education and non-formal education discontinued in 2001. Teachers recruited for these schemes were posted in different departments are claiming backlog. Untrained teachers recruited in 1994 filed case to consider the date of joining for seniority (instead of date of completion of training).

Chapter 10: Conclusion and Suggestions

Jharkhand is indeed one of the few states where reform measures in education management have not yet been successfully implemented. The state continues to follow most of the processes from pre-2000 era. However, in the recent past, there has been some developments and major decisions taken at the government level such as new teacher recruitment rules for both elementary and secondary, para teachers recruitment rules, allowing Panchayati Raj Institutions to monitor primary schools, strengthening Jharkhand Academic Council (JAC), smoothening the functioning of JPSC (Jharkhand Public Service Commission) have paved way for change.

Given below are some suggestions that have evolved from review of different processes related to working conditions of teachers and interactions with different stakeholders:

1. **Recruitment**: Lack of planning, heavy dependency on contract teachers, and delays experienced in the recruitment processes are some of the greatest challenges in the state. A systemic change is extremely important without which, quality of education cannot be enhanced.
2. **Transfer**: Transfer is only possible for those teachers who have political connections. Ability to obtain transfer should not be linked to one's affluence or connections. Transfer processes that are inclusive, transparent and discourage irregularities need to be incorporated in the system.
3. **Pre-service and in-service training**: Strengthening of the pre-service institutions, reviewing the private teacher training institutes, establishing the SCERT, strengthening DIETs and PTTCs are some of the aspects that need attention. Along with that, BRCs and CRCs need handholding and academic support from DIETs, PTTCs and SCERT. Without adequate support and training, it will be difficult for qualified teachers to perform effectively.
4. **Case of contract teachers—defined growth chart, better salaries and entitlements**: Currently, a contract teacher has no defined growth chart in the education system of the state. They are paid very low salaries (although they have similar educational qualifications like regular teachers) and do not enjoy any additional allowances, non-monetary benefits and/or paid leave benefit. As per RTE, this duality of the education system needs to be streamlined immediately. However, the state has not shared any definitive plans for the same. In fact, they have announced that half the vacant posts would be filled by recruiting contract teachers.

5. Performance appraisal, linked to promotions: An interlinked performance evaluation system is another aspect of an efficient system that is missing in Jharkhand. However, in order to introduce this system, recruitments, transfers and duality of the structures needs to be addressed first.
6. Mid-Day Meals (MDM) and teachers' involvement: The physical school conditions are improving in the state but the MDM demands significant attention from teachers. The issue is also very media sensitive and is directly linked to the well-being of children. Teachers claim that though they try their best to make MDM management trouble-free but it continues to be a part of their teaching time. It is therefore, recommended that the MDM management issues be sorted out so that teachers minimize their engagement with the MDM related activities.
7. Pension dues not paid on time: Teachers who retire do not get their dues in time. There are several cases where teacher struggle to obtain their dues in spite of their best efforts. These processes needs to be simplified and made time-bound.
8. Changing the mindset of officials: Massive effort is required from the state government to bring change in the mindset of district staff members working at DSE and DEO. State government needs to arrange for training the staff members of these offices to bring change in the working culture and in creating positive atmosphere in these offices.

In conclusion, teacher management in Jharkhand requires serious reforms and calls for greater efforts by the state government to bring change.

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Annexure I

Educational Initiatives in Jharkhand¹⁰

Recognizing that education is vitally linked with the totality of development, it has been accepted as an important area of State Interventions after creation of the state. The state is committed to “**Education for all**” and has given top priority to development of Human Resources. The Government has initiated several measures for universalization of primary education since its inception. There are now more schools and institutions of learning than before and more students attending them. With large numbers of students passing out from elementary sector and opting for further education, the secondary education system has become important areas of state interventions. There is no doubt that secondary education is a bridge between elementary and higher education.

In the light of the recommendation of the Kothari Commission, Jharkhand (then Bihar) started the 10+2+3 system of education from 1977. Before that, the Board examinations used to take place after class XI. According to the changed system, the Board examinations were held after class X. After passing Class X Board examination, the students were required to do two years of further studies, known as the +2 or intermediate level, before starting under-graduate education. The under-graduate teaching in university was also changed and its period was extended from 2 years to 3 years. Between 1977 and 1983, the 10+2+3 system of education started operating at all relevant levels of education in the state, but classes for +2 still remained a part of the university. Only for the purpose of conducting examinations, Bihar Intermediate Education Board was established in 1981. However, teaching at the intermediate level i.e. +2 could not become a part of the school education.

The school syllabus was changed in 1958, 1968 and 1977 and according to the new system, in all the schools, the students of class X were required to study languages, science, mathematics and social science. Earlier, the choice between science and arts was given in class VIII but it was removed in 1977. In 1976, all primary and middle schools were taken over by the State Government and it became effective retrospectively from 1st January 1971. Accordingly, the control and management of all primary and middle schools was transferred to the Department of Education of the Government. This turned out to be a principal factor responsible for a sharp deterioration in the quality of education in these schools. Later secondary schools were also taken over by the government with respect from 2nd October 1980. Slowly, the popularity of schools affiliated to CBSE and the English medium of education increased. As a result,

¹⁰ Report of the Common School System Commission, Government of Bihar, 2007 (<http://www.educationforallinindia.com/CSSReport.pdf>; Last Access: 25 September 2014)

the government schools slipped far behind in the race and only the children of those families, which could not afford private schools, went to government schools.

According to the National Education Policy of 1986, every State was expected to establish a District Institute for Educational Training (DIET) in each district with the assistance of the Central Government. The state had earlier established Primary Teachers' Education Centres (PTEC), which had arrangements for providing pre-service training to primary teachers. After the Central Government's directive for establishing DIETs, the state Government upgraded some of the PTECs so that they could become equivalent to DIETs. Unfortunately, these DIETs could never become what they were meant to be and what they actually became in other States. In 1994, the Government abolished pre-service training as a requirement for becoming a teacher. A provision was made for one year in-service training and was given to 40,000 primary teachers who were recruited by the Public Service Commission during the years 1994 and 1999. Three rounds of appointment of primary teachers took place between 1994 and 2000. In 1994, the Public Service Commission conducted exams to select 25,000 teachers. In 1998, 1,000 trained teachers were appointed through the same process and in 1999, 14,000 primary teachers were appointed by this process. In 1991, Bihar Education Project Council was established and it started its activities, with financial support of UNICEF. Later, District Primary Education Programme (DPEP) was launched with the support of World Bank in the year 1997.

Inception of Jharkhand¹¹

Since the creation of State (year 2000), there has been considerable expansion and improvement in educational facilities and enrolment at elementary stages, as evident from survey reports conducted by different agencies. Department is striving hard to successfully implement the SarvaShikshaAbhiyan Programme (SSA), the flagship programme for achieving the goals of elementary education. School education has four broad stages: Primary (I-V), Upper Primary (VI-VIII), Secondary (IX-X) and Higher Secondary (XI-XII). SSA has achieved the goals of access and enrolment to a large extent covering Primary and Upper Primary stages. State government is giving more stress on the quality in elementary sector and universalization of secondary and higher secondary education and is taking every measure to enroll children of 6-14 age groups in schools following RTE since 2011. Community mobilization has been done and VECs as well as SMCs are managing their respective schools. There is continuous focus on school infrastructure and teachers training. Disabled children and out of schools children are being

¹¹General Education Annual Plan, Department of Human Resource Development, GoJ (http://archive.jharkhand.gov.in/new_depts/annualplan/HRD.pdf; Last Access: 25 September 2014)

mainstreamed through camp and bridge course. Even then, around 3 lakh children are out of school in the state.

Literacy in Jharkhand¹²

Total literacy in Jharkhand has increased from 53.60 percent in 2001 to 67.63 in 2011. There has been considerable increase in female literacy (17.31%) over a period of time compared to male literacy (11.15%). The gap between male and female literacy rates has been reduced from 28.40 to 22.24 percent. While two-thirds of males are literate in Jharkhand, only 50 percent of females are literate. This wide gap in literacy rates of males and females is a reflection of low status of women in the society. The most literate districts in Jharkhand are Ranchi (77.13 percent), Purbi Singhbhum (76.13 percent), Dhanbad (75.71 percent), Ramgarh (73.92 percent) and Bokaro (73.48 percent). All these districts have sizeable urban population and that could be a reason for high literacy rates. Districts with low literacy rates are Godda (57.68 percent), Sahibganj (53.73 percent) and Pakur (50.17 percent). Female literacy is highest in Ranchi (68.20 percent), Purbi Singhbhum district (67.33 percent) and lowest in Pakur district (41.23 percent). Jharkhand's total literacy rate (68 percent) is 6 points lower than the national average (74 percent). However, the difference in male literacy rate is only 11 percentage points but there is a spectacular jump in case of female literacy rates. Female literacy for India is 65 percent compared to 56.21 percent in Jharkhand –a difference of 9 percentage points. There is a need to pay more attention to the literacy in general and female literacy in particular in Jharkhand.

Secondary Education Initiatives in Jharkhand¹³

Keeping in view with the growing number of students who are coming out from elementary schools and going to high schools, an elaborated plan for more high schools should be prepared and achieved in a phased manner and within stipulated time. In the state, there are 1235 High Schools. However, access is the main problem when it comes to secondary education. On an average, a student has to travel 10-15 km. to reach a high school, as there is one high school for every 18000 population against the required average of 10000 populations. To reduce this, department plans to double the number of high schools and has fixed following goals for Secondary Education:

- Reduction in access area by means of establishing new high schools.
- Retention of enrolled students.

¹²Census 2011

¹³General Education Annual Plan, Department of Human Resource Development, GoJ (http://archive.jharkhand.gov.in/new_depts/annualplan/HRD.pdf; Last Access: 25 September 2014)

- Improvement in girls enrolment by 10% particularly ST/SC and other weaker sections of the society.
- Development of schools by providing better school building / furniture / Library / Laboratories / Common rooms / Toilets etc.
- De linking of at least 50% degree colleges by means of providing more+2 level schools.
- Strengthening of Teachers Training Institutes.
- Strengthening of SCERT.
- Strengthening and modernization of field offices.
- In the approach paper, there was a suggestion that GoI would perhaps start a CSS for Secondary Education on the Lines of SSA for primary education. We request GoI to support GoJ in this regard.