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NCERT

राष्ट्रीय शैक्षिक अनुसंधान और प्रशिक्षण परिषद्
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TEACHER MANAGEMENT NEEDS ASSESSMENT REPORT

JULY 2013



RMSA-TCA
Rashtriya Madhyamik Shiksha Abhiyan
Technical Cooperation Agency

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INTRODUCTION

The RMSA Technical Cooperation Agency (RMSA-TCA) provides DFID-funded technical support to the Government of India's RMSA programme, which aims to enhance access to secondary education and to improve its quality. The technical approach that the RMSA-TCA has developed recognises the need for a balance between internationally recognised concepts of good practice and knowledge of what will work in the diverse conditions existing in India. This technical approach thus entails building a thorough knowledge of regional contexts and systems with regard to five key areas of activity that the MHRD has prioritised:

- 1) Learning Assessment
- 2) Teacher Management
- 3) School Performance Frameworks
- 4) Data Management and Use
- 5) Results-Focused Planning

This report represents the first stage of knowledge building for the technical strand of Teacher Management. NCERT, supported by RMSA-TCA, conducted a pilot needs assessment study from 18-22 June 2013 with a sample of strategic stakeholders from Madhya Pradesh and Odisha. This pilot study had two main aims: 1) to trial the research design, instruments and data collection process, in order to refine and prepare for the extended needs assessments studies that are planned for the latter half of 2013; and 2) to gain a snapshot of the policies, practices and challenges surrounding Teacher Management in two states, in order to inform some of the potential activities that are detailed in the RMSA-TCA Inception Report and Logframe.

- The first section of the report discusses the concepts and issues that the term 'Teacher Management' encompasses, and how these framed the discussions within this study.
- Section 2 outlines the research objectives, instruments and the methodology that were used;
- Section 3 provides background information on the education system and teacher policies in the two states that were involved;
- Sections 4, 5 and 6 document the findings and some preliminary analyses from the study;
- Section 6 discusses ways forward for this research.

The findings from this pilot needs assessment illuminate the strengths and limitations of current systems and procedures regarding teacher recruitment, teacher re-deployment/rationalisation, teacher motivation/morale, teacher performance and teacher in-service training. Analyses points to directions for further investigation during the extended needs assessments, as well as potential areas in which exemplars of better practice (both national and international) should be further investigated. Finally, it is intended that this pilot needs assessment will prompt discussion and reflection, both within and amongst states, on how to move forward in improving Teacher Management for RMSA.

SECTION 1: TEACHER MANAGEMENT CONCEPTS

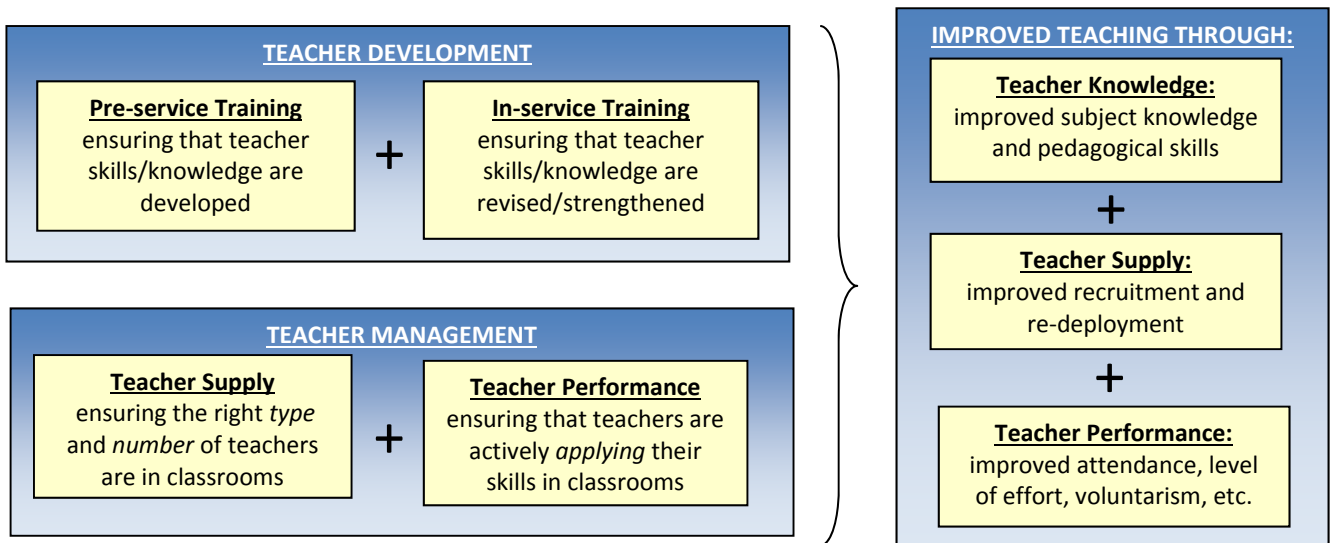
A significant component of RMSA is to produce better teachers, but no matter how much training is provided, it will be to no avail if teachers are not actively applying what they have learned, either because they have not incorporated it into their practice and/or they are not actually in classrooms to practice it.

Teacher Development broadly encompasses pre- and in-service training. Teacher Management entails issues of:

- Teacher Supply - ensuring the right type and number of teachers are *available* to apply their skills.
- Teacher Performance - ensuring that these available teachers are actively *applying* their skills.

The following diagram illustrates these components and how Teacher Management initiatives need to work in tandem with Teacher Development activities in order to more effectively improve teaching and learning:

FIGURE 1 - TEACHER MANAGEMENT CONCEPTUAL FRAMEWORK



TEACHER SUPPLY

Managing teacher supply entails having the capacity to plan for both current and future teacher recruitment. The World Bank (2011) estimates that 500,000 new teachers will be needed nationally to fill vacancies and replace teachers who are due to retire. There are also specific shortages of women secondary school teachers, particularly in rural areas, SC/ST teachers and teachers for subjects such as Maths and Science. This situation requires projection and recruitment systems to take into consideration the specific needs of schools and the supply of graduates from Colleges of Teacher Education. At the same time, measures to attract the right types of candidates into the profession are needed.

Another important component of improving the supply of teachers is effective systems for teacher re-deployment or rationalisation, whereby teachers are transferred from overstuffed to understaffed schools. Currently, there are questions as to whether the re-deployment process is systematic, and whether there is the capacity and data needed to plan which teachers should go where. It has also been reported that re-deployment is often subject to political interference, which has led to thousands of lawsuits across the country (World Bank, 2009).

These challenges surrounding teacher recruitment and re-deployment have led to severe imbalances and shortages in the numbers and types of teachers in classrooms. Getting these numbers right is one side of the coin. However once the correct numbers of teachers are in classrooms, ensuring they perform to their full potential is quite another challenge.

TEACHER PERFORMANCE

Ensuring that teachers are actively *applying* their skills in their classrooms not only entails the application of what is learned in training, but also entails other behaviours such as optimal attendance, high levels of effort and commitment to the job.

In a study on teacher motivation in India, DFID (2005) reported that high rates of teacher absenteeism were due to teachers being officially present but not in class (as teachers register their attendance but then leave to do personal work/chores); teachers being absent without explanation; and teachers coming to school but not teaching¹. Strategies to address these problems need to reduce the core causes for absenteeism and motivate teachers towards better performance in the classroom.

In addition to the lack of motivation/morale strategies that *support* better teacher performance, there is also a lack of teacher performance standards or frameworks that act as mechanisms to *hold teachers to account* to performing better. Although teacher performance frameworks or appraisal systems exist in some states, they are often not uniform, not standardised and not always enforced.

In sum, there are many overarching challenges and issues surrounding Teacher Supply and Teacher Performance in India, and this pilot needs assessment aimed to investigate how and to what extent these issues apply to Madhya Pradesh and Odisha.

SECTION 2: RESEARCH OBJECTIVES AND METHODOLOGY

The purpose of this pilot needs assessment was to gain a quick understanding of the specific policies, practices and challenges surrounding Teacher Supply and Teacher Performance in Madhya Pradesh (MP) and Odisha². Semi-structured interviews and focus groups were conducted from 18-22 June 2013 by NCERT and RMSA-TCA staff, with a sample of strategic stakeholders from state to school level. This sampling strategy was intended to gain as wide a range of perspectives as possible in order to provide a thorough understanding of Teacher Supply and Teacher Performance issues, as well as to provide for the triangulation of answers.

The specific process of the research was as follows:

- 1) NCERT researchers, in partnership with the RMSA-TCA regional teams based in Bhopal and Bhubaneswar, gained permission to interview the following respondents:

¹ There are also two forms of absence that are out of teachers' control: 'official absences' which entail teachers being given government tasks to complete during school hours; as well as when the school is shut due to local festivals, extreme weather or agricultural activities like the harvest.

² Although this study focused primarily on the Teacher Management issues of supply and performance, questions were also included on the Teacher Development issue of in-service training.

TABLE 1 - LIST OF RESPONDENTS

	State level respondents	District level respondents	School level respondents	Teachers' Union respondents
MP	Additional Project Director Deputy Directors (2) Assistant Director Joint Director	DEO Vidisha DEO Betul	Head Teachers (2 rural, 2 urban) Staff Teachers (4 rural, 9 urban)	Vidisha Representative
Odisha	Deputy Director	DEO Ganjam DEO Khordha	Head Teachers (2 rural, 2 urban) Staff Teachers (10 rural, 3 urban)	Ganjam Representative

- 2) Each interview/focus group was conducted by two people: one was responsible for asking the questions and facilitating discussion, whilst the other was responsible for taking thorough notes of participants' answers. Notes were later transcribed and these provided the raw data for subsequent analysis.
- 3) The research instruments (interview guides) were designed to glean views and experiences about Teacher Supply and Performance. Five separate instruments were designed for each of the state, district and school level respondents (see Annex one an example of the state level research instrument). Most questions were open-ended in order to allow participants to provide their own interpretations and points of view. Interviews and focus groups were also conducted in the languages that participants are most comfortable speaking (Hindi/Oriya).

SECTION 3: BACKGROUND ON THE PILOT STATES

SECONDARY EDUCATION IN MADHYA PRADESH

Since its inception five years ago, the impact of RMSA in Madhya Pradesh has led to an expansion of educational facilities and increased enrolments of students in secondary school. However, despite the achievement of getting more children into school, drop-out rates have been acute, with 61.43% of students dropping out before completing class X. These figures are worse when disaggregated by gender, with 67.07% of girls dropping out at the secondary level versus 57.29% of boys; and 82.45% of girls dropping out at senior secondary versus 75.76% of boys. This problem is even more severe for SC and ST children, with 85% dropping out of the system before completing senior secondary level (NUEPA, 2012). These drop-out rates are significant indicators of the quality and holding power of schools as well as of the varying effectiveness of the education system in terms of human and material resources. Given these concerns, the focus has shifted from increasing enrolments to achieving greater equity and quality within schools, and teachers are seen as having a central role in this process.

SECONDARY EDUCATION IN ODISHA

A recent National Assessment Survey (NAS) of reading comprehension, mathematics and environmental studies found that although students' scores in Odisha were not significantly different to the NAS average scores, there were large variations in the state's results, which indicates that there are huge achievement disparities amongst Odisha's children (NCERT, 2011). This is not surprising, as a study on foundation knowledge in Mathematics, Science and English of students of the tribal districts of Koraput, Malkangiri and Nawarangpur at class VIII showed that a majority of students in government schools did not possess basic knowledge in the cited subjects (Pradhan, 2011). Children from these backgrounds clearly are not learning or achieving as well students from the general category, and this has led to increased dropouts and detention at secondary schools. Teachers have a central role in addressing these equity and quality issues, and the findings from this pilot needs assessment aim to provide evidence surrounding the policies and practices that work to either enhance or constrain teachers' ability to do so.

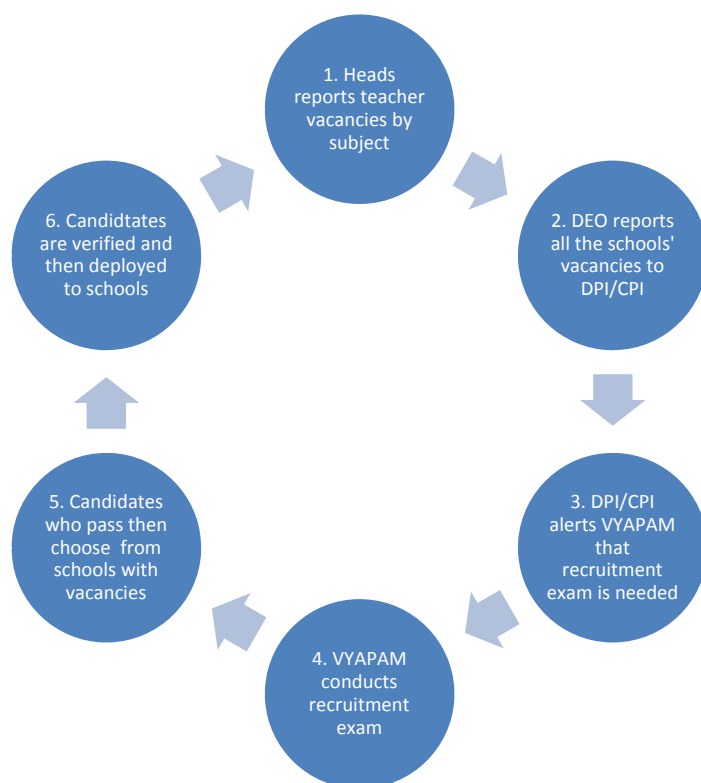
SECTION 4: RESEARCH FINDINGS FOR TEACHER SUPPLY

TEACHER RECRUITMENT IN MP

Madhya Pradesh has a state centralised system of teacher recruitment. However, this does not preclude the involvement of school and district level managers in the recruitment process. All respondents discussed how school head teachers provide information to District Education Officers (DEO) regarding teacher shortages within their school, usually with regard to subject specialty. The DEOs then collate and report these vacancies to the Department of Public Instruction (DPI) and the Commissioner of Public Instruction (CPI); and the DPI/CPI then submit these numbers to the VYAPAM (Vyavsaik Pariksha Mandal).

VYAPAM is the state government body that conducts teacher recruitment examinations for all levels of teachers within the state, and prepares a merit list according to the marks that are obtained by candidates. Candidates who have qualified are given a choice of schools where vacancies exist. After screening and verification by a local government institution (a committee headed by the District Collector), candidates are then deployed to their respective schools. All newly appointed teachers are hired on a contract basis for three years, and after satisfactory performance they are regularised. The following figure outlines this process.

FIGURE 2 - PROCESS OF RECRUITMENT IN MP

**What are the problems?**

Although this recruitment process is impressive in its transparency and its acknowledgement of school level vacancies, there are still points during the process that prevent many vacancies being filled. To illustrate this, the table below provides data collected from state and district officers regarding specific teacher shortfalls.

TABLE 2 - TEACHER SHORTAGES IN MP

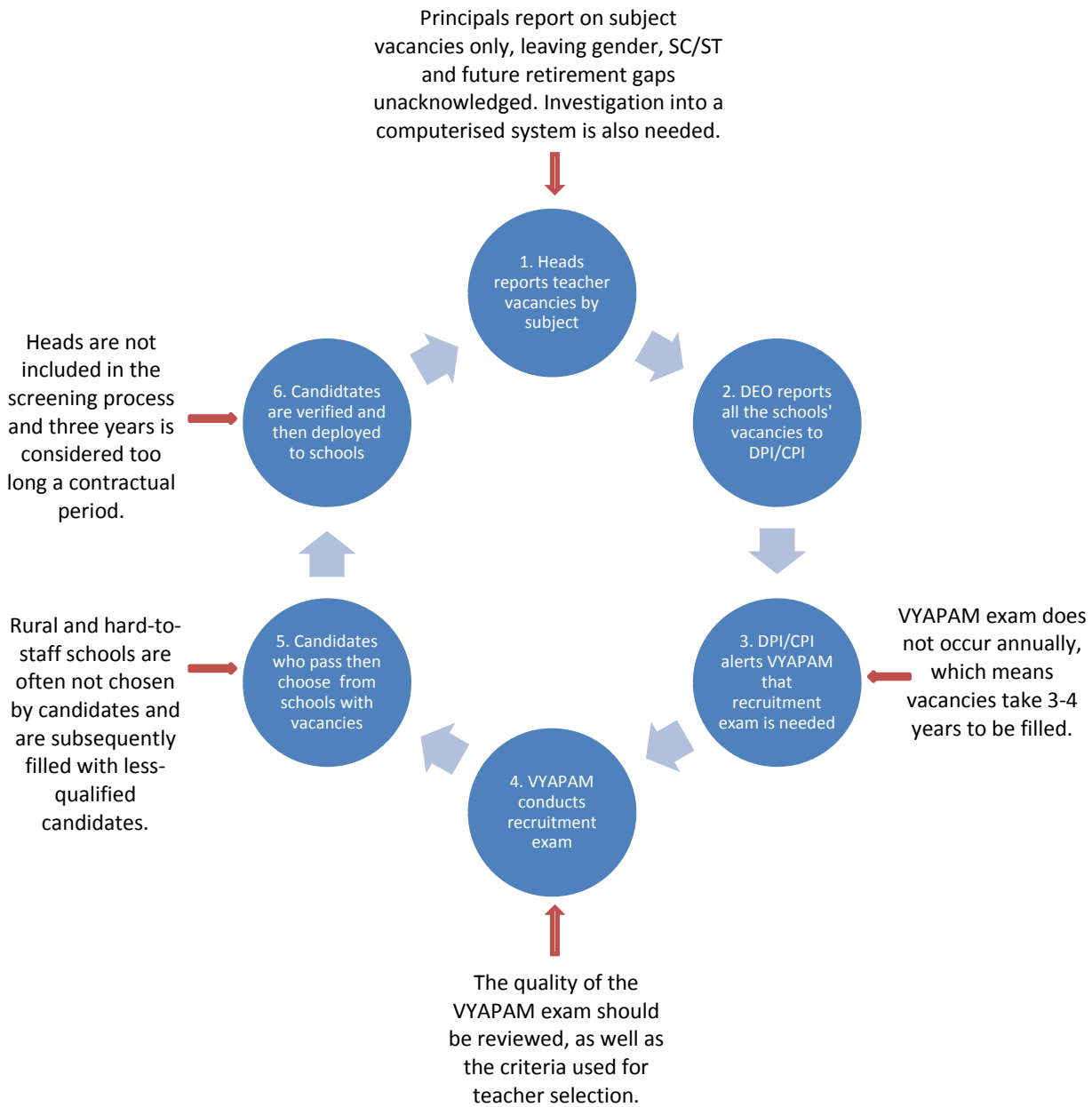
MP state officer data:	Maths	Science	Hindi	English	S. Science	ICT
Teachers needed to meet norms	4855	2668	1353	5303	2143	n/a*
Actual numbers in schools	1167	1663	1030	1226	1627	n/a
DEO Vidisha data:						
Teachers needed to meet norms	260	257	226	157	114	n/a*
Actual numbers in schools	146	141	175	33	62	n/a
DEO Betul data:						
Teachers needed to meet norms	265	265	286	262	286	10
Actual numbers in schools	172	166	182	71	253	0

*There is no separate appointment for ICT teachers, but the post is filled through existing teachers

- In addition to this, the reporting of school vacancies is done with regard to gaps in subject and SC/ST teachers only, which although helpful, does not take into account the need for female teachers (particularly in rural areas); nor does it provide information on *projected* vacancies, such as teachers who will retire within the next five years. Although it was not investigated, it would be useful to investigate whether this system of reporting vacancy records is computerised as this would have implications towards strengthening data accuracy and maintenance.
- Although the VYAPAM exam aims to provide a helpful quality control mechanism, the quality of the exam has not been investigated, and there has not been any review of the teachers tested or of the adequacy of their subject knowledge. As well, relying on an exam that tests only content knowledge raises the question of whether there should be additional criteria for teacher selection.
- In addition to this, the VYAPAM is not conducted annually, which means that vacancies take an average time of 3-4 years to be addressed (as reported by the Teachers' Union). In the meantime, head teachers hire 'guest teachers' to fill gaps, and unfortunately there is no quality control or transparency in this process.
- Although it is generally considered a positive thing to allow candidates to choose the school in which they would like to work, this often means that rural or hard-to-staff schools do not get chosen. This leads to states offering these posts to candidates who did not score well on the VYAPAM exam as a last resort.
- Local government institutions are responsible for screening and verifying candidates. However, head teachers are often not included in this process and just have to accept any teacher who shows up with appointment letters (as reported by one urban head). The following figure outlines where and how these problems occur.
- Many teachers complained of the vulnerability they felt during their three year contractual period and how they found this very demoralising.

The following diagram outlines some of these issues in relation to the teacher recruitment process.

FIGURE 3 - PROBLEMS WITH THE RECRUITMENT PROCESS



What could improve the situation?

There are several policy and practice implications that emerge with regard to the problems outlined above.

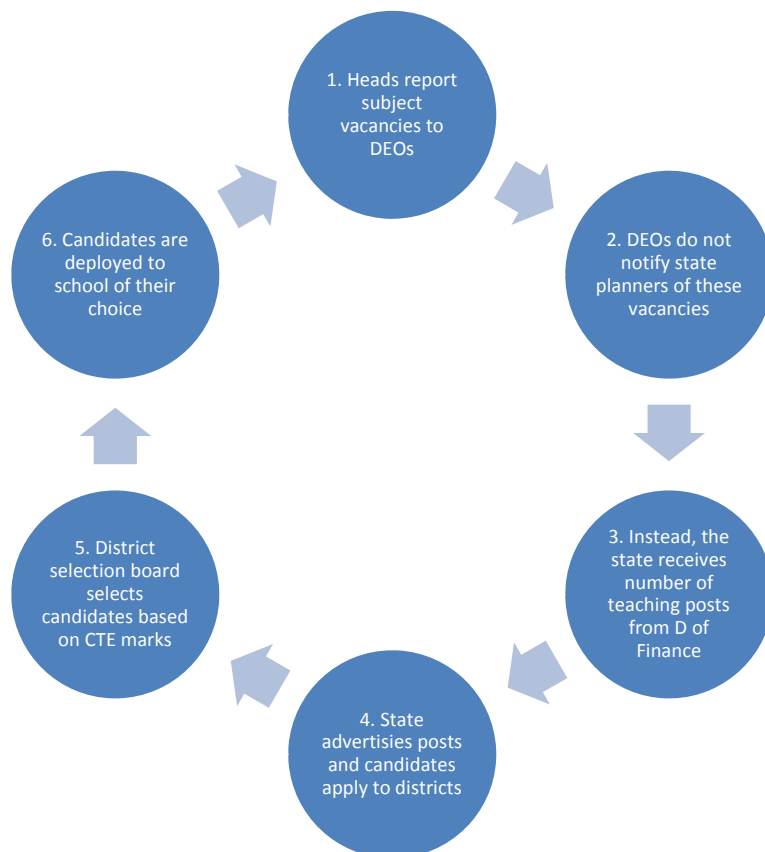
1. The reporting of teacher vacancies should be systematically done in a computerised system that includes information on gaps in gender and retirements for the next five years. This would allow planners to project vacancies for the next five years and allow them to liaise with CTEs regarding the need for certain types of teachers and subject specialisations.
2. The quality of the VYAPAM exam should be reviewed, and the exam should be conducted annually, so that vacancies can be filled more rapidly.
3. Allowing candidates to provide their school preference may be an important element in attracting and encouraging individuals from rural and SC/ST backgrounds to opt for teaching careers as they may be more likely to choose schools that serve familiar communities.
4. Although having a probationary period for teachers is important, investigations into different time frames may prove fruitful as three years was considered long and demoralising.

TEACHER RECRUITMENT IN ODISHA

As in MP, head teachers report subject vacancies to their respective DEOs, but, although this information is passed to the state, it does not appear that it influences recruitment decisions. Most respondents remarked that the state decides on how many teachers to recruit as per the sanctions obtained from the state finance department, which were set many years ago. Upon receiving these numbers, the state places advertisements in newspapers calling for candidates to apply based on their subject specialties. Candidates are free to apply in as many districts as they wish, and a selection panel selects candidates based on their certificates of marks from their CTEs³. The selection panel then draws up a merit list of candidates and the list is published in newspapers calling for any objections from the public. Sometimes candidates get selected for more than one district and they can then choose from a list of schools with vacancies within the district of their choice. Candidates then receive a contractual appointment of six years on a pay of Rs 9300/-per month, and appointments are regularised on completion of six years of uninterrupted and satisfactory service. The following figure outlines this process.

³ This selection panel is made up of the District Collector, DEO, District welfare Officer, DIET Principal and Inspector of Schools.

FIGURE 4 - PROCESS OF RECRUITMENT IN ODISHA

***What are the problems?***

Although Odisha's recruitment process aims to collect information on vacancies at the school level, there are several points during the process that prevent vacancies from being accurately projected and filled. To demonstrate this, the following table illustrates data collected from state and district officers regarding specific teacher shortfalls.

TABLE 3 - TEACHER SHORTAGES IN ODISHA

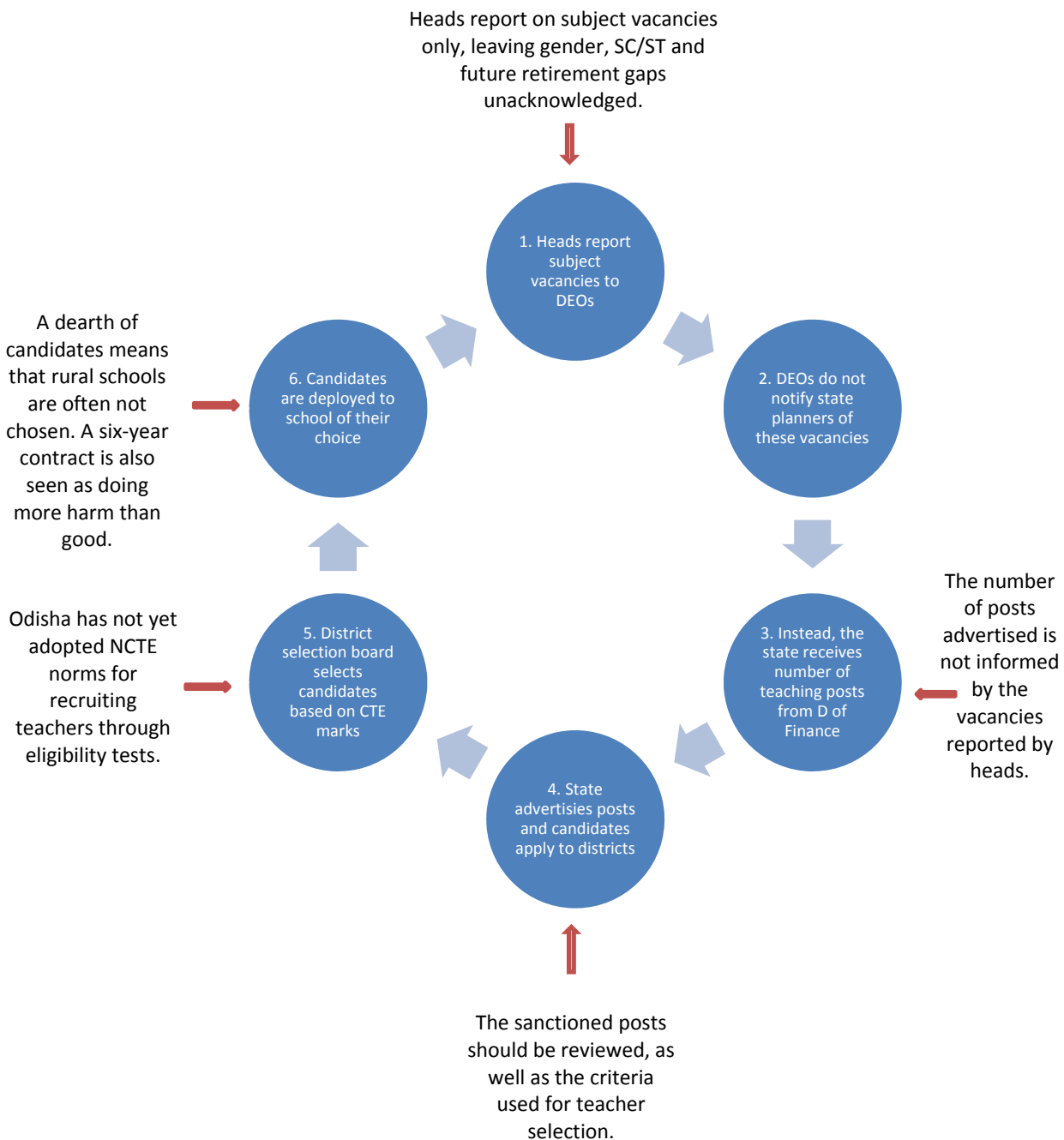
Odisha state officer data:	Maths, Chemistry + Physics	Biology	Hindi	English + S. Science	Physical Education
Teachers needed to meet norms	2473	2303	2291	2390	2326
Actual numbers in schools	2159	2047	1653	1978	1894
DEO Ganjam data:					
Teachers needed to meet norms	318	302	234	719	246

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Actual numbers in schools	250	248	158	556	189
DEO Khordha data:					
Teachers needed to meet norms	264	267	187	674	181
Actual numbers in schools	232	231	150	549	145

- In addition to this, the reporting of school vacancies is done by subject and SC/ST only, which does not provide information on the need for female teachers or the projected vacancies of teachers who will retire within the next five years. Although it was not investigated, it would be useful to investigate whether this system of reporting vacancy records is computerised as this would have implications towards strengthening data accuracy and maintenance
- Reporting of vacancies does not actually affect the number of posts that are advertised. The finance department calculates vacancies as per the sanctioned post, not the PTR or student enrolments. This process does not occur on a yearly basis and also draws attention to the possibility that the state finance department may not have the resources to hire the requisite number of teachers according to schools' reported needs or overarching PTR norms. This has led up to 50% of school-level vacancies remaining unfilled.
- Odisha is one of the few states that have not yet adopted NCTE norms for recruiting teachers through eligibility tests. The state is still selecting teachers through merit and counselling based on the marks obtained from teacher training qualifications and from Class X graduation.
- Candidates often apply to and are selected by multiple districts and can then choose the school in which they would like to work. This means that rural or hard-to-staff schools do not get chosen. This is a particularly difficult situation since there is a dearth of teacher training colleges (there are only 16 due to the prohibition of private colleges), which produce only 1600 teachers a year whilst the demand in the state is around 2700 (not counting the requirement of the private schools).
- Many teachers complained that a six year contractual period felt too long and was thus demoralising. The following figure outlines these issues.

FIGURE 5 - PROBLEMS WITH THE RECRUITMENT PROCESS



What could improve the situation?

There are many policy and practice implications that emerge with regard to the problems just discussed.

1. First and foremost, the number of posts to be advertised by the state should take into consideration the actual vacancies reported by heads and districts. The state finance department should determine if and to what extent there is a lack of funds to fill vacant posts, and seek further assistance from the national government RMSA scheme.
2. The reporting of teacher vacancies by heads should include information on gaps in subject, gender, SC/ST and retirements that will occur within the next five years. This would allow state planners to project vacancies for the next five years and allow them to liaise with CTEs regarding the need for certain types of teachers.
3. Although there are reservation policies in place, there is a severe shortage of SC/ST candidates coming from the CTEs. Almost all the 22% of vacancies reserved for SC/ST candidates remain vacant. This points to the need to attract and encourage individuals from rural and SC/ST backgrounds to go into teacher training, such as scholarships and conducting special coaching classes up to degree level to inspire, encourage and prepare them to take up the profession.
4. Currently, primary level recruitment utilises the Odisha Teacher Eligibility Test (OTET) to vet candidates. However, this screening may serve to exacerbate the shortage of candidates in certain subject areas. Many respondents suggested a multi-faceted vetting process consisting of marks, a subject knowledge test, classroom demonstration and interview.
5. Although having a probationary period for teachers is important, investigations into different time frames may prove fruitful as six years was considered much too long and demoralising.

TEACHER RE-DEPLOYMENT IN MP

Teacher rationalisation does occur in Madhya Pradesh, however, as one DEO explained, it is only executed whenever the government ban on transfers is lifted. Usually, the transfer ban means that once a teacher has been deployed to a particular school, they will remain there for the duration of their career (for the exception of transfers for females getting married, disabled persons, mutual transfer cases, etc.) However, teacher imbalances do prompt teacher rationalisation exercises, with the most recent occurring in Vidisha in 2011. The actual process of deciding which teachers should go where and why, was unfortunately not elaborated upon in the interviews and further investigation into this would be helpful in the future.

The need for rationalisation often occurs as a result of teachers avoiding rural posts. This is understandable as many respondents, from state to school level, commented on the multiple factors that made rural posts unattractive, such as a lack of accommodation, lack of medical facilities, distance to school and lack of personal safety for women. Respondents stated that there are no incentive schemes offered for rural posts. This makes the process of re-deploying teachers even more difficult. In addition, a number of participants commented that DEOs make re-deployment decisions when teachers use political influence to change their postings and avoid going to undesirable areas.

What could improve the situation?

There are many policy and practice implications that emerge with regard to the problems just discussed.

1. A more thorough understanding of how DEOs go about rationalising the existing workforce is required. If criteria for decision-making are not clear and transparent, a first step would be to develop these criteria and disseminate them.
2. In addition to this, an incentive scheme to reduce the hardship of working at a rural school might also reduce the amount of avoidance (and political interference) that occurs. Such a scheme should attempt to address many of the challenges that teachers voice, such as lack of accommodation, health facilities and personal safety.
3. The need to rationalise the workforce will also be reduced, once more rural and SC/ST candidates are supported to enter teaching. This relates to a policy implication for teacher recruitment, whereby individuals from rural areas could be given CTE scholarships under the proviso that they return to their villages to teach for a minimum amount of time.

TEACHER RE-DEPLOYMENT IN ODISHA

Teacher rationalisation does not occur with much regularity in Odisha, as one DEO explained, “Only this year there was an attempt to re-deploy some teachers (who were found to be in excess in urban schools which were seeing a reduction of student numbers) to rural, remote or more populated schools in the same town. This was severely resisted by teachers.”

Again, the actual process of deciding which teachers should go where and why, was not elaborated upon in the interviews. However, it was clear that the need for rationalisation occurred because teachers did not want to go to rural posts. Many respondents commented on the multiple factors that made rural posts unattractive, such as a lack of accommodation, lack of sanitation, no medical facilities, distance from family in urban areas and lack of personal safety. As in MP, there are no incentive schemes offered to make these posts more attractive, which makes the process of re-deploying teachers extremely difficult. Few participants in Odisha commented that political interference affects rationalisation decisions, but this could be due to the fact that such processes rarely happen.

What could improve the situation?

1. The state officer interviewed discussed how the state is seriously working towards a rationalisation and re-deployment strategy based on PTRs and ‘e-governance’. This allows for teacher grievances (particularly in rural areas) to be addressed on a weekly basis. This seems to indicate an awareness of the need for clear and transparent criteria for rationalisation, as well as a way to acknowledge teachers working in rural posts.

2. An incentive scheme to reduce the hardship of working at a rural school might also reduce the amount of rural avoidance that occurs. Such a scheme should attempt to address the challenges that teachers voice, such as lack of accommodation, health facilities and personal safety.
3. The need to rationalise the workforce will also be reduced once more rural and SC/ST candidates are supported to enter teaching through CTE scholarships that require them to return to their villages to teach.

SECTION 5: RESEARCH FINDINGS FOR TEACHER PERFORMANCE

TEACHER MOTIVATION AND MORALE IN MP

When asked if there were any policies or procedures that aimed to improve teacher motivation in Madhya Pradesh, the state and district officers all commented on the Governor and President's National Teacher's Award, and the state awards that are given on Teachers' Day (in which schools with excellent results are given 3000 and 5000/-Rs). These are clearly top-level awards (the latter also targeting schools as opposed to individual teachers), which means that the majority of teachers do not benefit from such recognition.

This also explains why respondents such as the Teachers' Union, heads and staff teachers all emphatically stated there were no policies or procedures designed to motivate teachers. One head teacher commented that, "Financial incentives have to be there for those teachers who complete their targets and achieve good results for their school in order to motivate these and other teachers to work well." Such a financial incentive could come in the form of promotions to reward good performance; however, when asked about teachers' promotional opportunities, all respondents commented that these are based solely on length of service and satisfactory Confidential Reports (CR). Thus, teachers' advancement in terms of salary and grade is more or less automatic with allocated periods of time, which actually works to de-motivate hard-working teachers once they realise that they are not rewarded beyond those who do not try. In addition to this, the implementation of promotions has not been automatic at all, because it takes several years for promotions to be executed in the system. This is a situation that teachers have also found to be extremely demotivating.

In this study, morale was viewed as a slightly different concept from motivation, in that it was conceptualised as '*a state of mind determined by a teacher's level of occupational and personal well-being*'. This means that teachers with high morale are those with enhanced occupational and personal well-being. In other words, their state of mind acts to facilitate and sustain any extrinsic motivation (incentives) or intrinsic motivation (a teacher's internal desire) that exists. Unfortunately, when discussing issues of occupational and personal well-being with respondents, most respondents commented on the many constraints on well-being that not only result in low morale, but also lead to a great deal of absenteeism, as teachers often need to leave school to attend to person well-being problems. These are outlined in the following table.

TABLE 4 - CONSTRAINTS ON TEACHER MORALE IN MP

Barriers to occupational well-being	Barriers to personal well-being
<ul style="list-style-type: none"> • Sub-standard working conditions, such as lack of female toilets, poor infrastructure • Poor leadership • Lack of appreciation for good work • Poor teacher training programmes • Limited opportunities for promotion • An excess of chores and activities outside of teaching duties 	<ul style="list-style-type: none"> • Lack of housing facilities (particularly in rural areas) • Lack of health care (in rural areas) • Lack of personal safety (particularly for women) • Transportation problems • Lack of school fees for teachers’ children

When asked if these occupational and personal constraints affected teachers’ performance, respondents, particularly head and staff teachers, overwhelmingly agreed that they did. And state and district officers also commented that these factors lead to high levels of teacher absenteeism, teachers leaving school early and not engaging with or motivating children.

What could improve the situation?

There are some policy and practice implications that emerge with regard to these problems:

1. State, district and school level managers should acknowledge and agree that an explicit strategy to improve teacher morale is needed. Such a strategy could entail further research with teachers to investigate the exact constraints on their occupational and personal well-being, prioritise these with regard to importance, and develop measures with school and district managers that would aim to reduce constraints.
2. State, district and school level managers should acknowledge and agree that an explicit strategy to improve teacher motivation is needed. Although it is not often identified as an extrinsic motivator, basing salary rises and career promotions on classroom performance can be viewed as a longer-term incentive in that rewards may not be immediate, but their prospect can still motivate teachers’ good performance. Creating such a system is no easy task, but developing appraisal systems could provide a first step towards reform. It would also provide a platform for improving the efficiency with which promotions are executed. This will be discussed with regard to Teacher Performance Frameworks in a following section.

TEACHER MOTIVATION AND MORALE IN ODISHA

When asked if there were any policies or procedures that aimed to improve teacher motivation in Odisha, some respondents discussed top-level state and national awards, from which the majority of teachers do not benefit. However, one head teacher discussed her school-level strategy of “giving gifts

to high-performing teachers from her own kitty.” However overall, most respondents stated there were no explicit policies or procedures designed to motivate teachers.

When respondents were asked about financial incentives that could come in the form of salary raises, all respondents again commented that these do not exist. Rather, promotions are based solely on length of service and salary increments of 3% are given on an annual basis. Again, teachers’ salary and grade advancement is automatic with allocated periods of time, which means that hard-working teachers are not rewarded beyond those who do not put in much effort.

When respondents were asked if teachers have good occupational and personal well-being, everyone from the state to school level commented on the many constraints on teachers’ well-being. These are outlined in the following table.

TABLE 5 - CONSTRAINTS ON TEACHER MORALE IN ODISHA

Barriers to occupational well-being	Barriers to personal well-being
<ul style="list-style-type: none"> • No proper infrastructure • Large class sizes • Lack of teachers • Infrequent in-service training • No timely promotions • Insufficient support staff • Limited opportunities for promotion 	<ul style="list-style-type: none"> • Poor accommodation/high rents • No medical facilities (in rural areas) • No personal safety (particularly for women) • Transportation problems • Communication problems (in rural areas)

When asked if these occupational and personal constraints affected teachers’ performance in their job, many respondents agreed and one head teacher stated that the above barriers “lead to frustration and low levels of morale in the profession.”

What could improve the situation?

Since the lack of policy/practice to improve teacher motivation and morale in Odisha is similar to that of MP, the implications for subsequent activities are similar:

1. State, district and school level managers should acknowledge and agree that an explicit strategy to improve teacher morale is needed. Such a strategy could entail further research with teachers to investigate the exact constraints on their occupational and personal well-being, prioritise these with regard to importance, and develop measures with school and district managers that would aim to reduce constraints.
2. State, district and school level managers should acknowledge and agree that an explicit strategy to improve teacher motivation is needed. Although it is not often identified as an extrinsic motivator, basing salary rises and career promotions on classroom performance can be viewed as a longer-term incentive in that rewards may not be immediate, but their prospect can still motivate teachers towards certain positive behaviours. Creating such a system is no easy task,

but developing appraisal systems and efficient promotion systems could provide an avenue for reform. This will be discussed with regard to Teacher Performance Frameworks.

TEACHER PERFORMANCE FRAMEWORKS IN MP

In addition to the lack of motivation/morale strategies that *support* better teacher performance in MP, there is also a lack of teacher performance standards or frameworks that act as mechanisms to *hold teachers to account* to performing better.

The only state-wide teacher performance appraisal system that appears to be in place is the Confidential Report (CR), which consists of a standard form annually filled out by the head teacher. However, head teachers all seemed to have different views on the CR and teacher performance appraisals. One urban head discussed how she requires teachers to maintain daily diaries for their classes and periods, how she sits in their classes to observe them, and how she has a suggestion box for students to comment on any issues they may have with teachers. Another urban head said that appraisals are non-existent, and a rural head said that targets are given to each teacher and if they are not met, teachers are given notice and necessary action is taken to improve the outcomes.

These various forms of appraisal, including the CR, are not however linked to any incentives (such as awards, salary rises or promotions). They serve only to gauge whether a teacher is performing satisfactorily in order to meet their 3-year contractual commitments. There is an inspection system, whereby Block Education Officers (BEO, Additional Directors (AD), Joint Directors (JD), DEOs and Cluster Heads visit the schools and monitor financial records, attendance of teachers, teaching methods, results of the students, etc. However, these again are not linked to any head teacher appraisals or incentives.

Respondents did discuss the existence of a teacher code of conduct, which sets the ethical and behavioural expectations of teachers. It is by and large monitored and enforced by head teachers (with DEOs taking final actions), and teachers can be suspended for violations such as unauthorised extended absence, financial irregularities, sexual harassment, etc.

What could improve the situation?

Although there are some teacher performance frameworks in place, strengthening them would help to further hold teachers to account to performing well at school.

1. A classroom performance framework could be developed to provide standardised and transparent criteria with which to appraise teachers and guide their classroom practice. Such a performance framework would need to be developed in a participatory and transparent manner that would include teachers, heads, the Teachers' Union, and block/district/state officers. Upon development, extensive training would also be necessary for teachers to understand the criteria to improve their practice, and for heads and inspectors to learn how to clearly and fairly appraise teachers against such criteria.

2. A career path framework could be developed to reward teachers who receive good appraisals with promotional opportunities. In addition to the current system of providing salary raises and promotions based on length of service, teachers who work hard and do well on their appraisals could be rewarded with *additional* raises and promotions. Implementing such a system has resource implications that states would need to commit to, and developing the details of such a system would need to be done in a participatory and transparent manner, and all stakeholders would need to receive training to familiarise themselves with it.

TEACHER PERFORMANCE FRAMEWORKS IN ODISHA

Odisha has a teacher classroom performance appraisal system, SAMEEKHYA, which is computerised and provides feedback to the teachers. However, because of the lack of a BRC and CRC structure at the secondary level, the system does not work as well as it does in elementary schools. One DEO commented that Sameekhya is being considered for extension into secondary education. Otherwise, it seems that appraisals are conducted by heads to varying degrees, with different criteria and thoroughness. These various forms of appraisal are not linked to incentives. However, one head teacher commented that, “A system should come into force that makes excellence a criteria for promotion.” Another head said that, “promotions should be based on performance and resourcefulness of teachers.” A third said that such a process should be conducted every year.

Linking a systematic and transparent classroom performance framework, that defines excellent performance, to a career path framework, that rewards excellent performance with promotions, might address such suggestions.

With regard to the inspection system, DEOs, the Deputy Director, Tehsildar, Block Deputy Officer, and Administrative Officer have a compulsory number of schools to inspect per month. Head teachers are also assigned 14 classes to monitor per month; however many respondents commented that considering the workloads of both district officers and heads, inspections rarely happen. When they do occur, things such as cash books, student results, office records, classroom teaching and attendance are checked.

Respondents also discussed the existence of a teacher code of conduct, which sets the expectations for character, punctuality, respect for the system, treatment of students, etc. It is by and large monitored and enforced by head teachers, supervised by DEOs, and teachers can be suspended for violations of the code.

What could improve the situation?

The implications for subsequent activities for Odisha are similar to those previously discussed for MP:

1. A classroom performance framework could be developed to provide standardised and transparent criteria with which to appraise teachers and guide their classroom practice. Such a

performance framework would need to be developed in a participatory and transparent manner, and training for all relevant stakeholders would be imperative.

2. A career path framework could be developed to reward teachers who receive good appraisals with promotional opportunities. Again, developing the details of such a framework would need to be done in a participatory and transparent manner, and all stakeholders would need to receive training to understand and familiarise themselves with it.

SECTION 6: RESEARCH FINDINGS FOR TEACHER DEVELOPMENT

TEACHER DEVELOPMENT IN MP

When asked whether in-service training needs were addressed in Madhya Pradesh, state officers commented that, “training needs assessments are carried out on an annual basis and modifications are made based on exam results.” Only one DEO confirmed that needs are assessed at the state level; however, all teachers and heads commented that there was no standard procedure for assessing training needs. Such contradictions were also apparent when discussing the types of training that is available for teachers’ professional development. The state officers stated that teachers had 10 days of induction training, 5 days of annual refresher training and excursion trips to other states and within MP. Heads and teachers however, offered a different perspective with one head stating that there were no forms of in-service training at all, to some teachers stating that they’ve only done the 5-day refresher course. Given this variety in experience, it would seem that the intended state training programme only entailed the 5 day course and has been patchy at best in its implementation.

The same variety of response was also given when asked how useful the training programmes were for personal and professional development. State officials believed the programmes to be effective, whereas there was a mixed response by teachers, as some found them helpful, some found them a formality, and others stated that they “were not happy with the quality of Resource Persons and also didn’t see any contribution of the training to the teaching and learning process.” Respondents were also asked if there was any monitoring or follow-up to see if teachers were applying what they had learned. Some heads and teachers commented that classroom observations were used, but it was generally agreed that there was no form of systematic monitoring to gauge the impact of in-service training.

What could improve the situation?

There are some policy and practice implications that emerge with regard to the above situation:

1. Although the state officials stated that there are annual training needs assessments, these are clearly not occurring. Rather, training seems to be tied to changes in the curriculum or syllabus and is implemented in a non-systematic manner. Further investigation into the

process of designing training modules, implementation and funding mechanisms would be helpful, as this would indicate whether there is scope to incorporate a needs assessment element to the process. As well, if limited funds prove to be a reason for the poor implementation of workshops, it would also be valuable to investigate alternative modalities of teacher training that circumvent the costs of travel and per diems by bringing training to teachers at their schools.

2. The process of following-up on training (to gauge whether it is being used and applied), could be incorporated into the teacher performance frameworks discussed in the previous section. A proposed classroom performance framework could include questions about what in-service training teachers have had, and assessments of how/to what extent they are applying it in their classroom. Such information could also be fed back to planners in order to revise and refine training programmes.

TEACHER DEVELOPMENT IN ODISHA

In-service training in Odisha is based on the State Curriculum Framework and the pre-designed training modules are not intended to take into consideration teachers' or heads' training needs outside of the scope of the curriculum. Thus, there is no standard procedure for assessing training needs. That said, when discussing the different types of training that are available for teachers' professional development, most respondents commented on the 5-day RMSA orientation programme that is mandatory for all teachers, which has also been patchy in its implementation.

When asked how useful the training programmes were, state officials believed the programmes to be very useful, however one DEO was quick to point out that the learning is often not applied in the classroom and that "teachers slip back into their routine boring methods." Interestingly, many teachers found the training courses helpful, as did the heads. Respondents were also asked if there was any monitoring or follow-up to see if teachers were applying what they had learned. Most heads and teachers commented that classroom observations were used, but it was generally agreed that there was no form of systematic monitoring to gauge the impact of in-service training.

What could improve the situation?

The implications for subsequent activities for Odisha are similar to those previously discussed for MP:

1. Further investigation into the in-service training design process, implementation process and funding mechanisms would be helpful, as this would indicate whether there is scope to incorporate a needs assessment, to design teacher training according to needs and whether a lack of funds would necessitate an investigation into alternative modalities of teacher training.

2. The process of following-up on training (to gauge whether it is being used and applied), could be incorporated into the teacher performance frameworks discussed in the previous section. A proposed classroom performance framework could include questions about what training teachers have had, and assessments of how/to what extent they are applying it in their classroom. Such information could also be fed back to planners in order to revise and refine training programmes.

SECTION 7: DISCUSSION AND WAYS FORWARD

The following table draws together common and differing themes from the two states. The light blue boxes represent current policies, practices and challenges; whilst the light orange boxes represent potential ways forward.

TABLE 6 - COMPARING FINDINGS FROM THE TWO STATES

	Madhya Pradesh	Odisha
Teacher Recruitment	<ul style="list-style-type: none"> • Reporting of vacancies does not take into account the need for female teachers, or <i>projected</i> vacancies, such as teachers who will retire within the next five years. • The VYAPAM exam is not conducted annually, which means that vacancies take 3-4 years to be addressed. • States are forced to offer rural posts to candidates who did poorly on the VYAPAM exam because more qualified candidates do not choose them. • Many teachers felt that a three-year contractual period was too long. 	<ul style="list-style-type: none"> • Reporting of vacancies does not affect the number of posts advertised as these are determined by the finance department as per sanctioned posts. • Odisha is one of the few states that have not yet adopted eligibility tests. • Candidates can choose the school in which they would like to work, which means that rural or hard-to-staff schools do not get chosen • Many teachers complained that a six-year contractual period was too long and demoralising.
	<ul style="list-style-type: none"> • Potential ways forward: The reporting of teacher vacancies should be done systematically in a computerised system and include information on gaps in gender and retirements that will occur within the next five years. This would allow planners to project vacancies and to liaise with CTEs regarding the need for certain types of teachers. • The quality of eligibility exams should be reviewed and they should be conducted annually. • Develop schemes to encourage individuals from rural and SC/ST backgrounds to enter teaching, as they are more likely to choose schools that serve their communities. • Although having a probationary period for teachers is important, investigations into different time frames may prove fruitful. 	

<p>Teacher Re-deployment</p>	<ul style="list-style-type: none"> Teacher rationalisation has occurred in both states but because teachers do not want to go to rural posts, imbalances in teacher distribution across schools persist. Respondents commented on the factors that make rural posts unattractive, such as a lack of accommodation, lack of sanitation, no medical facilities and lack of personal safety. There are no incentive schemes offered to make these posts more attractive, which makes the process of re-deploying teachers extremely difficult. 	
	<ul style="list-style-type: none"> Potential ways forward: A more thorough understanding of how DEOs go about rationalising the existing workforce is required, and developing transparent criteria for deciding which teachers should go to which schools would be helpful. An incentive scheme to reduce the hardship of working at a rural school will also reduce the amount of rural avoidance that occurs. 	
<p>Teacher motivation + morale</p>	<ul style="list-style-type: none"> In both states, there is no strategy to motivate/incentivise teachers except for top-level awards, which the majority of teachers do not benefit from. There are no incentives built into teachers’ pay or career path. Teachers’ salary and grade advancement is automatic with time, which means that hard-working teachers are not rewarded beyond those who don’t try. Teachers face many constraints on their occupational and personal well-being, and this poor well-being leads to frustration and low levels of morale in the profession. 	
	<ul style="list-style-type: none"> Potential ways forward: A teacher morale strategy is needed, which would entail further research with teachers to investigate the exact constraints on their occupational and personal well-being and develop measures that would aim to reduce constraints. A teacher motivation strategy is also needed. Basing salary rises and career promotions on classroom performance should be viewed as a long-term incentive in that rewards may not be immediate, but their prospect can still motivate teachers towards certain positive behaviours. 	
<p>Teacher performance frameworks</p>	<ul style="list-style-type: none"> The only state-wide teacher performance appraisal system is the Confidential Report (CR), which consists of a standard form annually filled out by the head teacher. Head teachers all seemed to have different views on the CR and appraisals are not linked to incentives. 	<ul style="list-style-type: none"> Odisha does not have a state-wide teacher classroom performance appraisal system for secondary school teachers. Appraisals are conducted by heads to varying degrees, with different criteria and thoroughness. These various forms of appraisal are not linked to incentives
	<p>Potential ways forward: Develop a systematic and transparent classroom performance framework that defines excellent performance, and links this to a career path framework, that rewards excellent performance with promotions.</p>	

Teacher Development	<ul style="list-style-type: none"> • Training needs are not assessed in either state, and the only training that was implemented was a 5-day RMSA orientation/refresher course. • There were varying responses with regard to the usefulness of in-service training in general, and a general consensus that although head teachers observed teachers' classroom practice, there was no form of systematic monitoring to gauge the impact of in-service training
	<ul style="list-style-type: none"> • Potential ways forward: Further investigation into the design process, implementation process and funding mechanisms is needed, as this would indicate whether there is scope to incorporate a needs assessment, to design teacher training according to needs and alternative modalities of teacher training should be investigated. • The process of gauging whether training is being applied could be incorporated into teacher performance frameworks.

Given the above findings and analyses, suggestions for ways forward include the following:

1. Feed back the findings and analyses of this study to the state respondents from MP and Odisha to gauge their level of agreement/disagreement and interest in further work.
2. As a team, analyse the data gleaned from research instruments to refine concepts/language, remove redundant questions, and add any questions that would allow for a more thorough and rigorous assessment of states' policies and practices surrounding Teacher Supply and Teacher Performance issues.
3. As a team, also discuss lessons learned with regard to logistics and processes for data collection in order to prepare for the extended needs assessment studies.
4. Invite state and district level officers from MP, Odisha and other states to a participatory workshop. Activities could include: presenting findings and analyses from the study, prompting sharing of best practice and challenges, and inviting other states to engage in an extended needs analysis.

In summary, it is hoped that this pilot needs assessment has illuminated the strengths and limitations of current systems and procedures regarding teacher recruitment, teacher re-deployment/rationalisation, teacher motivation/morale, teacher performance and teacher in-service training. Analyses have pointed to directions for further investigation during the extended needs assessments, as well as potential areas in which exemplars of best practice, both national and international, should be further investigated. Finally, it is hoped that this pilot needs assessment will prompt discussion and reflection, both within and amongst states, on how to move forward in improving Teacher Management for RMSA.

ANNEX 1: EXAMPLE OF A QUALITATIVE RESEARCH INSTRUMENT

NCERT – RMSA TCA

Need Assessment – Teacher Management and Development Data Collection Instrument	Pilot Study
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INTERVIEW GUIDE FOR STATE EDUCATION OFFICERS

Job Title of the respondent:

Department:

Date of Administration:

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Location: _____

Name and Signature of First Data Collector: _____

Name and Signature of Second Data Collector: _____

Interview guide for State Education Officers

RECRUITMENT QUESTIONS: First, I would like to ask you about the processes and procedures regarding teacher recruitment.

1. What national/state norms are there for teacher recruitment?
2. What policies and procedures are followed for identifying teacher shortages and surpluses in schools?
3. What policies and procedures are followed for recruiting teachers?
4. How do you link recruitment to meet the need for teachers in schools?
5. What are the challenges when trying to identify teacher vacancies or recruit new teachers? (Are there budgetary problems? Logistical problems? Political/social problems?)
6. In your opinion, what sorts of changes would make the recruitment process better?
7. Are there any department records that outline planning procedures for teacher recruitment? (If so, what are they?)
8. What policies are in place with regard to the employment of contract teachers?
9. In what ways is RMSA helping the states to recruit additional teachers?
10. Please provide the following information on teacher demand and supply for secondary school teachers

	Mathematics	Science	Languages	Social Sciences	ICT
Numbers required to meet the norms					
Actual numbers in schools					

DEPLOYMENT QUESTIONS: Now I would like to ask you about the processes and procedures for deploying teachers.

11. What policies / procedures are followed for identifying which newly recruited teachers should be deployed to which schools?

12. What **policies** / procedures are followed for identifying which existing teachers should be re-deployed to which schools? (How often does this happen? Are UDISE data used? If so, how? If not, why?)
13. What factors or special interests affect deployment decisions? (Are there budgetary factors? Political interests?)
14. What factors might prevent teachers from going to or staying at the schools they are assigned to?
15. What policies / procedures are followed for transferring teachers? What are the most common reasons (personal/administrative) for transfer? How often does it happen?
16. In your opinion, what sorts of changes would make the deployment process better?
17. Are there any department records that outline planning procedures for teacher deployment? If so, what are they?

ATTRITION QUESTIONS: Now I would like to ask you about the processes and procedures for when teachers leave the profession.

18. What is the attrition rate in the state (the proportion of teachers leaving the teaching profession each year)?
19. What are the major reasons for teachers leaving the profession? (Possible reasons: - retirement, CCL, maternity, higher studies, illness, death or changing jobs?)
20. What sources of information, procedures and norms are followed for planning for teachers leaving the profession?
21. Are there department records that outline planning procedures for teacher attrition? (If so, what are they?)

MOTIVATION QUESTIONS: These questions will be about teacher motivation, salaries and promotions.

22. Are there any policies / procedures / incentives that aim to improve teacher motivation? (If so, what are they?)
23. Please describe the promotional opportunities/career path for teachers?
24. How do teachers get promoted to the next grade/salary level? (Do teachers get promoted automatically or if they take on more responsibility or upgrade their qualifications?)

25. What are the procedures for school inspections? (How often? What is checked? Does this include the quality of teaching? What happens after a bad inspection?)
26. Is there a code of conduct for teachers? If so, what does it include and how is it enforced?
27. Is there a system of teacher's appraisal operating in the state? If so, what are the criteria against which teachers are appraised?
28. Are there any incentives associated with the appraisal? If so, what are those?
29. On what grounds can a teacher be suspended? What are the most common reasons for suspension/dismissal? Are there any instances of dismissal?

MORALE QUESTIONS: Now I would like to ask you about the conditions of teachers' working lives and personal lives.

30. What are the barriers to teachers being able to have a good working life at school? (such as working conditions, poor leadership, lack of training, upgrading, etc.)
31. What are the barriers to teachers feeling a sense of well-being outside the school? (such as poor accommodation, transport facilities, health care, school fees, personal safety, etc.)
32. Do you think these work and personal barriers affect teachers' performance in their job? (such as frustration, absenteeism, being late to work, leaving early, low motivation/morale, etc.)
33. How is teacher absenteeism monitored? Are there any challenges with monitoring absenteeism?

TEACHER DEVELOPMENT QUESTIONS: Now I would like to ask you about teacher training and professional development.

34. How are training needs assessed for teachers and head teachers?
35. What types of training/study are available for teachers' professional development? (ie., seminars, conferences, refresher courses, academic leave, etc.,)

TEACHER MANAGEMENT NEEDS – ASSESSMENT REPORT

36. Can you please provide details about the training programmes that are currently being conducted with regard to: 1) issues/topics covered; 2) experience levels of resource people; 3) duration of programmes; 4) number of times a year

37. Are these training programmes mandatory for all teachers/head teachers? If yes, how is training delivered to *all* secondary teachers/head teachers? If no, how are teachers/head teachers selected for training?

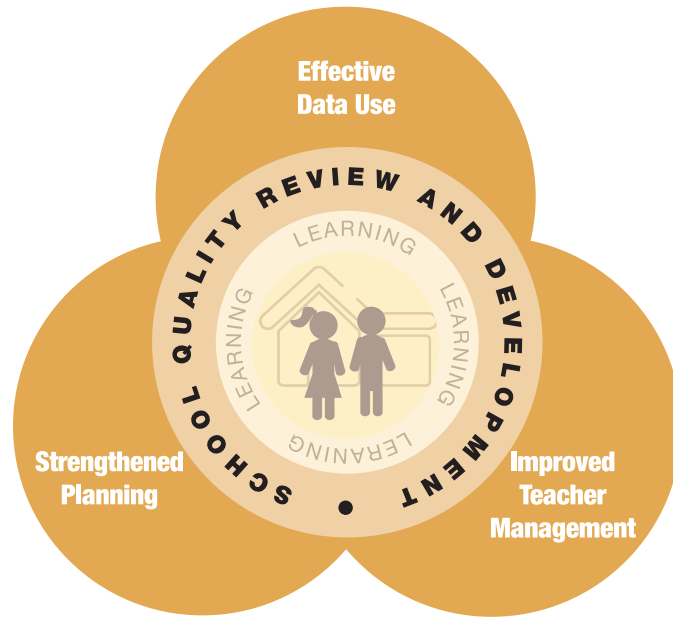
38. What happens to teachers' classes during their absence? What happens to schools when head teachers are absent?

39. How useful are these training programmes for teachers/head teachers - a. for their professional development and b. for their personal development?

40. How is the impact of training being observed / monitored at school level? Is there follow up to see if teachers are applying what they've learned?

41. Is there any connection between training programmes and teachers'/head teachers' promotions?

TEACHER MANAGEMENT NEEDS – ASSESSMENT REPORT



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