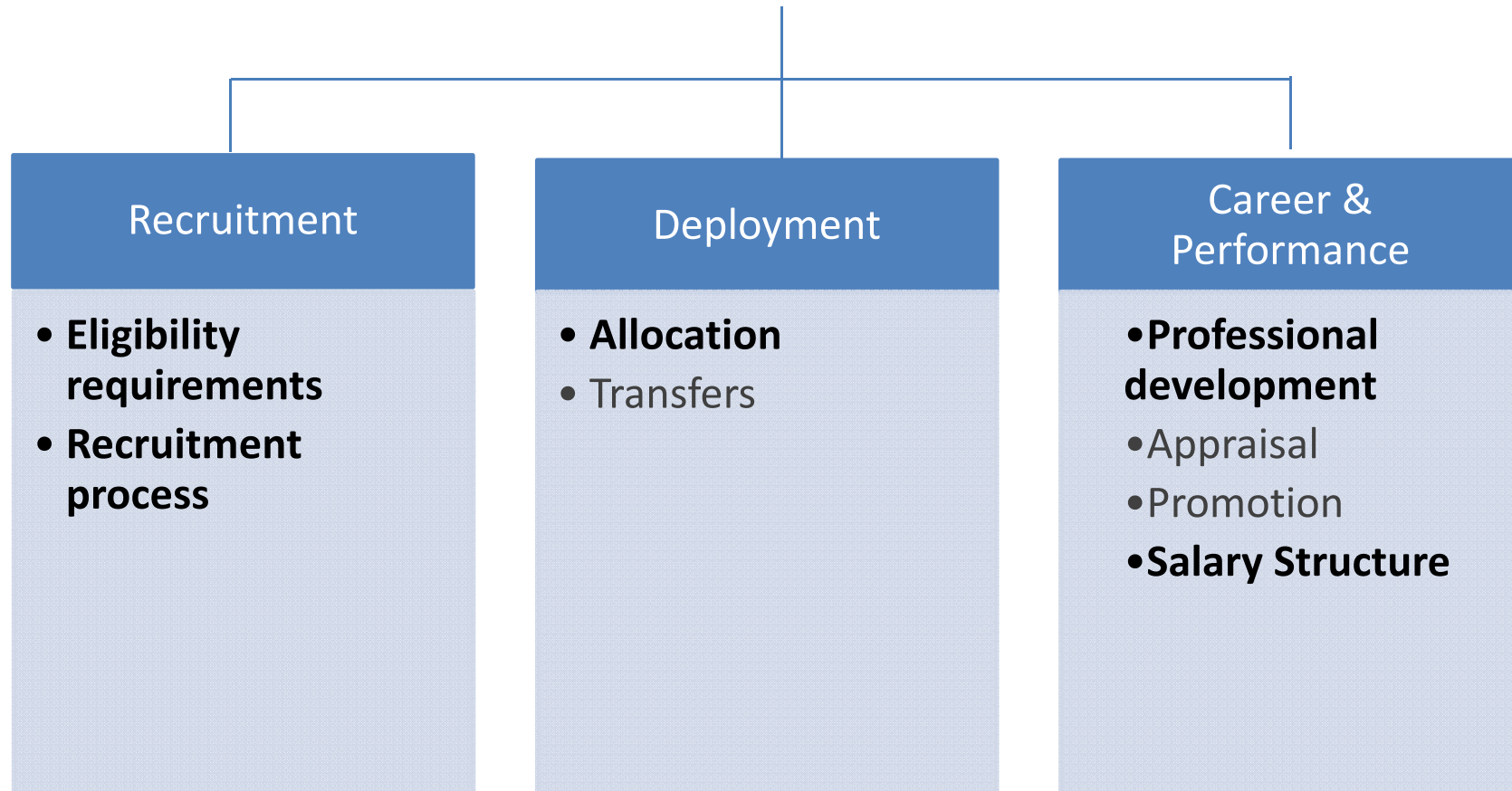


Teacher management under RMSA

A brief analysis of teacher recruitment policies in selected states

2nd JRM
1st August, 2013

Teacher Management



Observations from teacher recruitment policies of 22 states (from documents share by MHRD)

Key observations on eligibility requirements for teacher recruitment

- Minimum qualifications:
 - Range from a Bachelors degree to a Masters degree with Bachelor of Education (B.Ed.)
 - 18 years as minimum age for entry
 - Not significantly different from requirements for Classes VI-VIII
- Some states also have language requirements. For e.g. Orissa requires being conversant in Oriya; Chandigarh, Punjab, and Haryana require a working knowledge of Punjabi.
- Some states give preference to those with knowledge computer applications (Gujarat, Meghalaya).

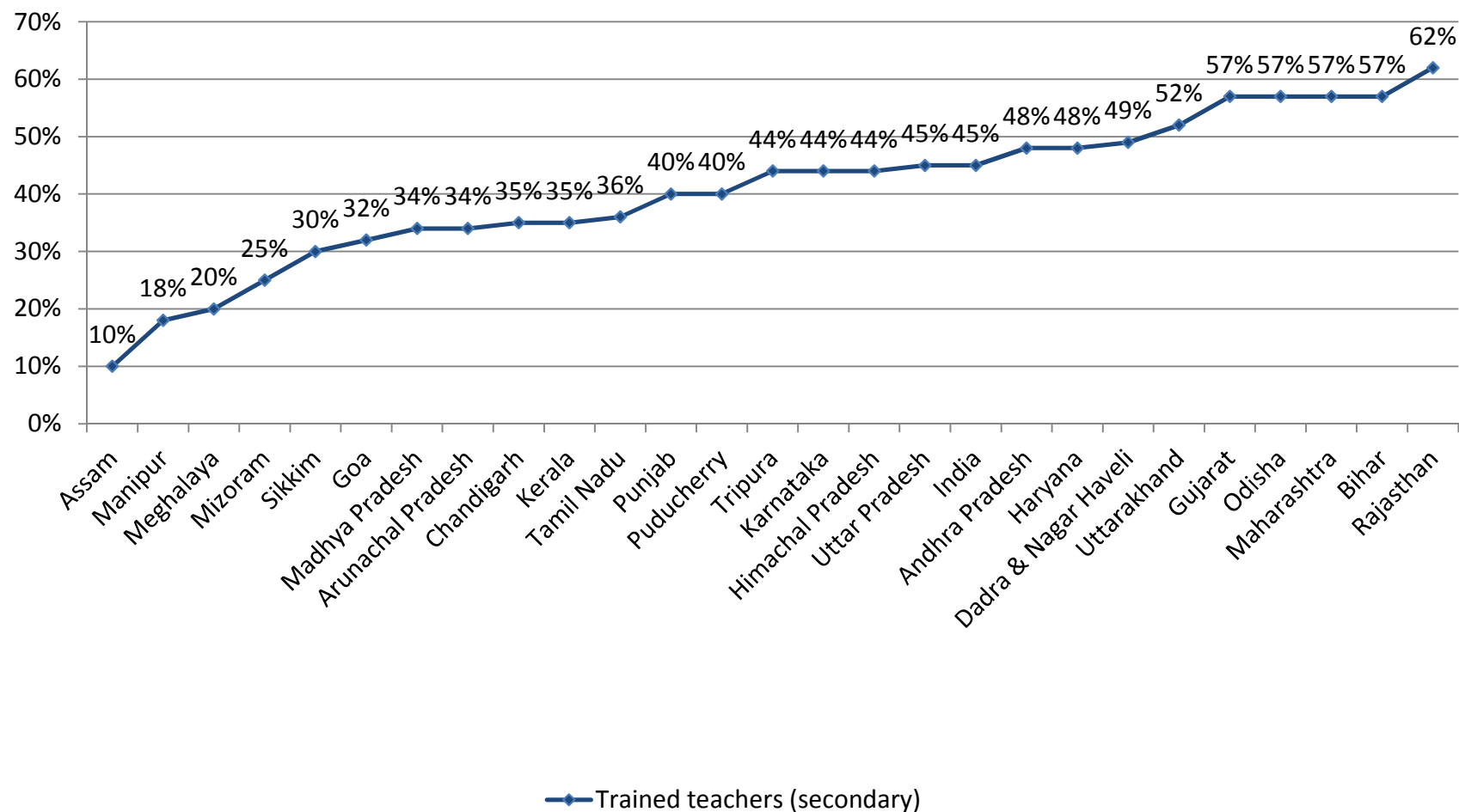
International experience

High performing countries like Singapore and Korea have a highly selective recruitment process :

- applicants from top 30% of their age cohort, with relevant high school or university education plus evidence of interest in children and education.
- Assessment tests on literacy, interviews to check attitude, aptitude and personality and monitoring during their training.
- Trainees not demonstrating required standards are removed from course.

Soft skills, motivation, attitude and aptitude – critical traits in addition to qualifications for recruitment

Selected state wise comparison of trained secondary school teachers



Source: Secondary Education in India: Where do we stand? State Report Cards 2010 – 11, NUEPA.

Selection criteria for teacher training and the certification process (test & practicum)

States	Selection criteria to teacher training programme	Test	Practicum Duration
Andhra Pradesh	BA or MA with 50% marks & B.Ed. Common Entrance Test	Yes	100 days
Goa	BA with 45% marks	Yes	20 hours
Gujarat	BA with 50% marks	Yes	2 semesters
Manipur	BA	NA	NA
Meghalaya	BA	NA	NA
Mizoram	BA	NA	NA
Maharashtra	BA with 45% marks	Yes	12 classroom lessons, 2 weeks internship
Orissa	BA with 50% marks	NA	NA
Rajasthan	BA with 45% marks; Pre-Teacher Education Test	Yes	Teach 40 lessons in 2 subjects (20 in each subject)
Tripura	BA with 50% marks	NA	NA
Madhya Pradesh	BA with 50% marks	Yes	Yes
Bihar	BA with 50% marks	Yes	NA
Kerala	BA with 45% marks	Yes	30 days teaching practice & 60 days internship
Tamil Nadu	BA with 50% marks (for subjects like Eco, Commerce, Pol Sc, Sociology, Post Grad is mandatory)	Yes	525 hours
Assam	BA with 50% marks	NA	Yes
Nagaland	BA with 45% marks	NA	Yes
Uttar Pradesh	BA with 45% marks	NA	NA
Uttarakhand	BA	Yes	NA
Haryana	BA with 50% marks	Yes	2 subjects: 15 lessons per subject
Punjab	BA with 50% marks	Yes	4 hours
Source: Websites listed in analysis paper			

Key observations on trained (certified) secondary teachers

- Overall, in India, only about 45% of secondary school teachers have a B.Ed. or M.Ed. degree.
 - But a very wide range (at the extremes: Assam, 10%; Rajasthan 62%)
- Entry into profession is not very selective
 - Though most states have cut off for marks from degree programme, this are generally fairly low
- The practicum duration for states vary widely between 4 hours in Punjab and 525 hours in Tamil Nadu.

International experience

- Highly competitive selection processes increases attractiveness of profession
- Research evidence shows that upgrading *under-qualified teachers* through longer training or enhanced certification has little measurable effect on teacher quality
- Incentive schemes to promote excellent teachers and principals, licensing system, extending pre-service teacher training, improving compensation and student scholarships to attract top teacher prospects used as effective ways to improve teacher quality- Thailand and Malaysia

Research on effective incentive schemes, professional development, performance standards could be undertaken to improve teacher quality and accountability.

Wide variation in practicum training among states. What evidence is there of the effectiveness of these different practices? How do these relate to an induction/probationary period once hired?

Method of recruitment of teachers in selected states

States	Regular	Contract	Direct recruitment by interview	Direct Recruitment by test	By promotion
Andhra Pradesh	Yes		No	Yes	Yes
Arunachal Pradesh	Yes	NA	NA	Yes (50%)	Yes (50%)
Assam	Yes	NA	Yes	Yes	NA
Bihar	Yes	Yes	NA	Yes	NA
Chandigarh	NA	Yes	No	Yes	No
Dadra & Nagar Haveli	Yes	NA	NA	Yes (50%)	Yes (50%)
Goa	NA	NA	NA	Yes	No
Gujarat	NA	NA	No	Yes	NA
Haryana	Yes	Yes	NA	Yes (67%)	Yes (33%)
Madhya Pradesh	NA	Yes	NA	Yes (50%)	Yes (50%)
Manipur	Yes	No	No	Yes	No
Meghalaya	Yes	Yes	Yes	No	No
Nagaland	Yes	NA	NA	Yes (70%)	Yes (30%)
Orissa	No (since 2005)	Yes	Yes with merit of previous qualifying examination factored in	No	No
Punjab	NA	Yes	No	Yes	No
Rajasthan	NA	NA	NA	Yes	NA
Sikkim	NA	NA	Yes (60%)	NA	Yes (40%)
Tamil Nadu	NA	NA	NA	Yes	NA
Tripura	NA	NA	NA	Yes	NA
Uttar Pradesh	Yes	NA	NA	NA	NA
Uttarakhand	Yes	Yes	NA	Yes	NA

Sources: Documents provided by Ministry of HRD.

Key observations on method of recruitment of teachers in selected states

- Most selected states recruit teachers through a test.
 - Either held by the Department of Education or the state Public Service Commission.
 - Useful approach given quality assurance issues of teacher training institutes. However, recruitment examinations are not necessarily specific to the education level and subjects that the applicants are expected to teach.
- Recruitment of contract teachers seems to be a widely adopted practice. These teachers are generally paid less than the regular teachers and are not eligible for various benefits.
- In states such as Madhya Pradesh, Sikkim, Arunachal Pradesh and Haryana, recruitment is done both directly as well as through promotion.

Analysis of the teacher recruitment tests across states could be undertaken to gain better insights into the quality of recruitment process.

Need to understand the content of these tests; and whether tests include soft-skills, motivational aspects, as well as literacy

Selected state-wise indicators of government schools

States	Pupils enrolled	No. of teachers	No. of schools	PTR	Teachers per school	SCR
Manipur	24996	2748	662	9	4	54
Puducherry	14803	1694	201	9	8	43
Sikkim	9346	1051	120	9	9	41
Goa	7168	724	365	10	2	54
Nagaland	11316	1113	403	10	3	54
Meghalaya	3941	366	799	11	1	54
Mizoram	28945	2279	543	13	4	41
Haryana	149856	11617	3405	13	3	37
Himachal Pradesh	53748	3739	1354	14	3	34
Uttarakhand	78388	4899	1140	16	4	58
Punjab	171167	9878	2850	17	3	37
Tripura	48981	2722	500	18	5	64
Chandigarh	10689	592	65	18	9	44
Andhra Pradesh	2064909	104825	19976	20	5	72
Assam	904555	42974	4706	21	9	71
Rajasthan	711144	28771	15234	25	2	48
Karnataka	1013315	36737	13158	28	3	55
Dadra & Nagar Haveli	3268	107	19	30	6	43
Gujarat	102309	3243	5973	31	1	52
Kerala	463865	13988	3314	33	4	56
Uttar Pradesh	46537	1342	1017	35	1	37
Madhya Pradesh	526805	15042	6758	35	2	51
Tamil Nadu	332933	9041	4578	37	2	51
Maharashtra	296030	7664	14440	39	1	71
Odisha	981349	22717	8729	43	2	78
Bihar	732945	11260	1310	65	9	113
India	10452104	391902	123479	27	3	56

Source: Secondary Education in India: Where do we stand? State Report Cards 2010 – 11, NUEPA.

Teacher Workforce Planning and Deployment

- Since the RMSA scheme envisages a Student Classroom Ratio (SCR) of 40:1. A minimum of five subject teachers will have to be provided even if the enrolment is less than 160. Any short fall in such schools will be made good under RMSA. For every incremental enrolment of 30 students, one additional teacher may be provided as per the RMSA norm of PTR of 30:1.
- SCR and PTR do not correlate very closely across states

International experience

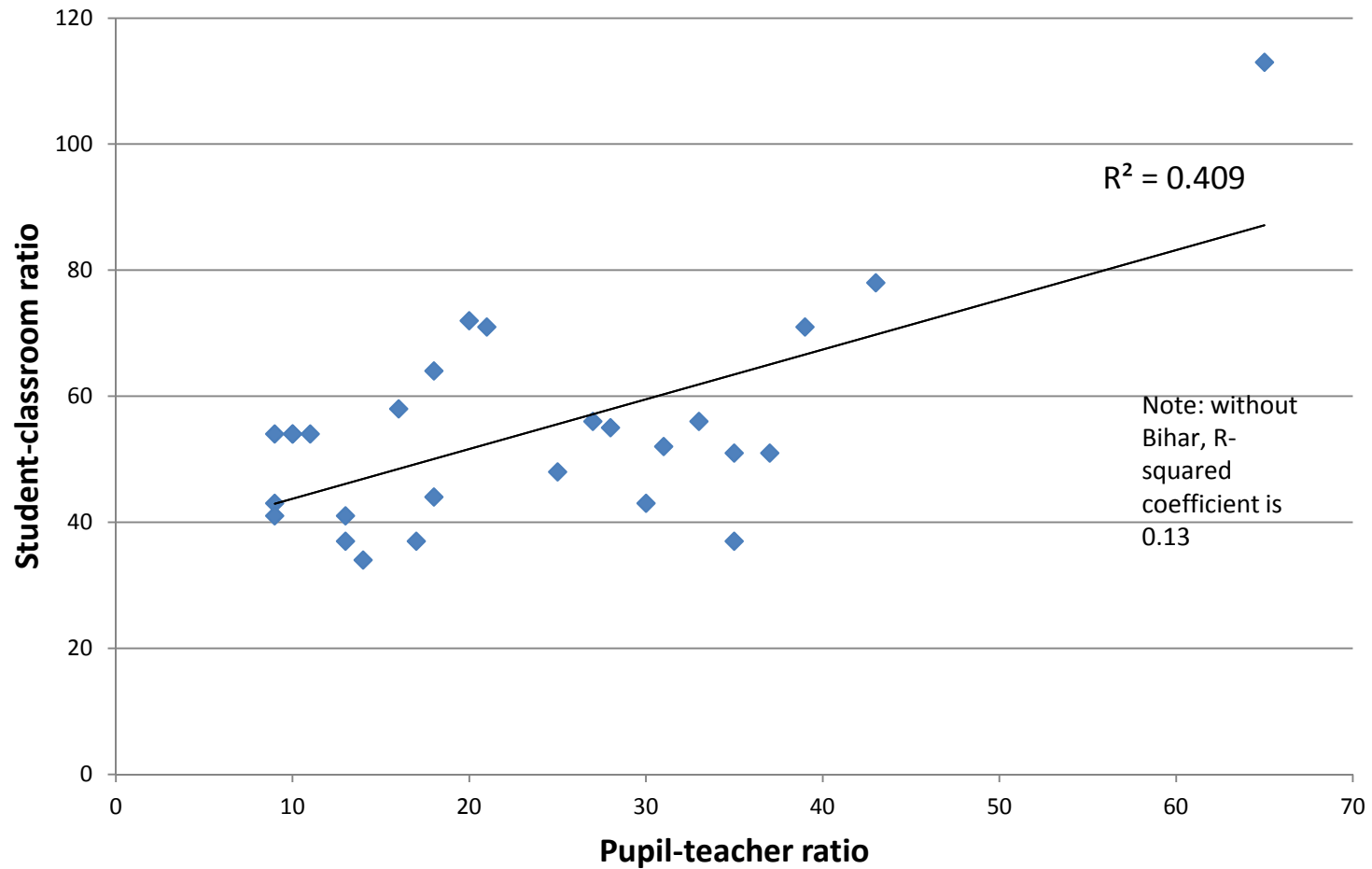
- Variations in class size between ~15-40 students have no measurable impact on student performance.
- Korea chose high quality teachers with high PTR for affordability
- Merging of smaller schools to hire fewer good quality teachers improves outcomes but does not increase the burden on secondary expenditure- China and Korea experience
- Rural area teacher shortages can be tackled effectively by hiring local people for local schools.
- Shortage of math, science and English teachers is a common gap across China and Thailand

Planning for teacher deployment and additional workforce using appropriate calculations – how are states doing it now? What more support do they need?

Sources:

1. "Frequently Asked Questions on RMSA in respect of Quality," Ministry of HRD, (http://mhrd.gov.in/sites/upload_files/mhrd/files/FAQ_0.pdf). Accessed on July 17, 2013.
2. *Teacher numbers, Teacher Quality: Lessons from Secondary Education in Asia*, Gannicott, K., UNESCO Bangkok, 2009

No strong relationship between SCR and PTR



Trends observed in the recruitment of teachers (new and additional) and head teachers (2009-13)*

- An overall slower than expected progress in the recruitment of teachers observed under RMSA with:
 - 52% physical and 19% financial achievement in the recruitment of teachers for new schools
 - 36% physical and 48% financial achievement for the recruitment of additional teachers
 - 35% physical and 14% financial achievement for the recruitment of head teachers



States with good progress: Himachal (90% physical and 43% financial achievement) and Andhra Pradesh (97% physical and 94% financial achievement)

Little correlation between sanctioning of teachers in a current year and the previous year's achievement. e.g. Bihar (5627 sanctioned over 2009-10 to 2011-12 period but no expenditure reported (have they been recruited?))

Large discrepancies between physical and financial achievement, e.g. Haryana (teachers) and J&K (head teachers) show 100% physical, but 0% financial achievement

Financial expenditure on teacher salaries reported each year does not should include salaries of new/additional teachers and head teachers recruited in the previous years.

Annual request of the number of teachers from states does not give us an accurate picture of the overall needs of states vis-a vis their full requirement of teachers. States could prepare a five year plan for teacher recruitment to better plan for financial requirements and inform TE institutions on training requirement

These areas need further analysis

*Analysis of data shared by MHRD

Trends observed in in-service teacher training (2009-13)*

An overall lower than expected progress of 52% physical and 36% financial achievement



States with good progress:

- Mizoram met 100% of its targets, Arunachal Pradesh has achieved 99% of its targets, Chattisgarh at 82% and Maharashtra has achieved 84% of its physical targets.

Similar discrepancies in the physical and financial achievement of states in in-service training of teachers.

- For example, Chhattisgarh shows an overall physical achievement of 83%, but only 29% financial achievement in the training of teachers. (Possible reason : delay of training to end of year with reimbursement in next FY?)

These areas need further analysis

The tables also do not give information on the number of training days covered by each state per teacher and how money is sanctioned and spent (per RMSA norm of Rs300/teacher for 5 days of annual training? Are RMSA funds supplemented with state funds?)

- Good that states using funds flexibly
- But neither allocations nor spending yields ratio of Rs 300/teacher

Salary structure in selected states

States	TGT	PGT	Others
Orissa	Rs 9300	NA	Rs 5200pm to non-TGTs
Manipur	Rs 3300	Rs 4000	TGT: Rs 600 (academic allowance); PGT: Rs 800
Chandigarh	Rs 10,300-Rs 34,800	NA	NA
Goa	Rs 9,300-Rs 34,800	NA	NA
Gujarat	Rs 9,300-Rs 34,800	NA	NA
Punjab	Rs 10,300-Rs 34,800	Rs 10,300-Rs 34800	TGT: Rs 3600; PGT: Rs 4200 (grade pay at entry level)
Andhra Pradesh	Rs 9,300-Rs 34,800		TGT: Rs 4600; PGT: Rs 4800 (grade pay at entry level)
Sikkim	Rs 9,300-Rs 34,800		TGT: Rs 4600 (grade pay at entry level)
Madhya Pradesh	Rs 5000-175-8500		Contract: Rs 4500
Bihar	Rs 6000 (trained) Rs 5500 (untrained)		
Arunachal Pradesh	Rs 9,300-Rs 34,800	Rs 9,300-Rs 34,800	Rs 4600 (grade pay)
Uttarakhand	Rs. 8000 - 13500		Rs. 7450 - 11500 (academic allowance)
Haryana	Rs 9300-Rs 34800		Rs 4600 (grade pay)
Dadra & Nagar Haveli		Rs 10300-34800	Rs 10300-34800
Source: Documents provided by Ministry of HRD			

Per-capita income and salary structure of teachers

States	Per Capita income /per month at current prices (in Rs)		Pay Bands(in Rs)
	2010-11	2011-12	
Meghalaya	4202	4720	NA
Orissa	3367	3845	9300
Manipur	2473	2690	9300-34800
Chandigarh	10,719	NA	10300-34800
Goa	14,047	16,054	9300-34800
Gujarat	6259	NA	9300-34800
Punjab	5811	6514	10300-34800
Andhra Pradesh	5128	5961	9300-34800
Sikkim	6763	NA	9300-34800
Madhya Pradesh	2685	NA	Rs. 5000-175-8500
Bihar	1725	2056	Rs 6000
Arunachal Pradesh	4649	5184	Rs. 9,300- 34,800
Uttarakhand	5530	6300	Rs. 8000 - 13500
Haryana	7890	9102	Rs, 9300 - 34800
Uttar Pradesh	2196	2451	NA
Kerala	5952	6977	NA
Tamil Nadu	6082	7004	NA

Source: Public Information Bureau, Govt of India (<http://pib.nic.in/archieve/others/2012/mar/d2012032902.pdf>), Accessed 16 July 2013.

Key observations on salary structure versus per capita income

- The pay scales of PGTs in most cases is very marginally more than that of a graduate teacher (grade pay). This may be an obstacle to getting more qualified teachers (PGTs) with subject expertise
- The per-capita income ranges from Rs. 2056 in Bihar to Rs. 16,054 in Goa
- In most states starting salary of a secondary school teacher is high compared to GDP per capita
 - A few states such as Goa and Haryana starting salary is lower

International experience

- The critical characteristic shared by high performing school systems is 'front-loading' the salary system (higher beginning salaries).
- Top performing Asian countries like Singapore, Korea, Hong Kong, Japan and Taiwan have relatively large classes. They employ fewer teachers and pay them more- thus attracting good teachers into the profession and are also more selective in training and appointing teachers

Starting remuneration for regular teachers according to 6th Pay Commission is attractive, but are all states paying according to the 6th Pay Commission?

Also, there is huge discrepancy between salaries of regular and contract teachers. Further research in this area could be done as career progression is linked to this