

BROADER OUTLOOK OF SCHOOL TEACHER MANAGEMENT IN INDIA

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ABSTRACT

In spite of increase in resources and expenditure on education sector, it is still struggling with declining education outcomes. In the last few decades, Teacher quality/Effectiveness through national and international researches has emerged as a shaft of light to attain educational aims. On the parallel lines, Teacher management has emerged as flaming issue from past few years throughout the globe in back light of uplifting dotted teacher quality. It is a broad concept that encompasses issues related to appointment, deployment, promotion, remuneration, inspection, supervision, and conditions of service etc. To develop teachers and their teaching, this paper presents a bird eye view of the scenario of teacher management along with outlining the major problems uncovered through extensive literature review and field studies. It concluded with considerations and policy options for planners to reflect and work on actionable priorities to strengthen education system.

Context

School Education in India has made tremendous strides in the stage of its restructuring and reforming, leading to swing from an elite sector to the mass education, however the quantitative development has not been accompanied by a similar level in terms of qualitative outcomes as clear from ASER, PISA rankings and as well as National Achievement surveys (Akiba, 2013). The research in last few decades has lent support to this long held belief that there is a direct relationship between teacher quality and student learning (Goldhaber & Anthony 2007; Hanushek 2010; Liu & Zhao 2013). Improving the efficiency of schooling largely depends on ensuring that competent people work as teachers and impart high quality teaching to students (OECD, 2011).

Recognising the importance, Indian Education Commissions (1968, 1986), Justice Verma Committee (2012), World Bank Report (2014), New Education Policy Draft (2016) have called

to pay greater attention towards teacher training, performance, and accountability as key determinants of quality, along with the concentration on teacher management. Human resource management has been high on the agenda of educational decision makers since years, however currently it has been completely realised that the teacher management and teacher motivation can help to achieve the goal of educational development.

Teachers constitute one of the single largest groups of educated and professionally qualified workers in India. As per DISE statistics, their number has steadily increased from 5.79 million (2008-09) to 6.4 million in 2010-11, and to 8.6 million in 2015-16 in all government, government aided and private unaided schools. In 2015-16, almost 43.30 % of teachers work under Department of Education. Sharp variations are observed across India with Gujarat having only 0.84 % teachers, Maharashtra 0.05 % and in contrast Lakshadweep with 96.31 % teachers under same Department. On the other hand, almost 30.75% of teachers work under Private Unaided Schools. Increase in number of teachers is reflected in the Pupil Teacher ratio. In 2010-11, the pupil teacher ratio is 31:1 at primary level and 29:1 at upper primary level, but in 2015-16 it has shown consistent improvement with 23:1 (primary level) and 17:1 (upper primary level). Another optimistic piece of evidence is that about 80.31 % teachers are professionally trained and even 74.19 % teachers are with Academic Qualification, graduate and above. As per DISE data (2011-12), in all schools there are 88.78% regular teachers and 11.22% Contractual teachers, while this figure has slightly changed in 2015-16 with 87.20 % regular and 12.80 % contractual teachers. Only 60.24% of Contractual-Teachers in Govt. school are professionally trained as compared to 82.59% in Aided & 66.39% in unaided schools. The quantity as well as the quality of teachers is reliant upon the effective management of teachers. On the whole, emerging teacher roles, pedagogical understanding, practices of teaching, working context and relationship with educational stakeholder's demands understanding and examination of what we know about the realities of teacher management.

Recruitment

Teacher Recruitment Policy and Process is the core of any establishment on which whole of its superstructure is erected (Punjab Education Policy, 2002 p.16). The screening of candidates and entry requirements for teaching varies from country to country with the different approaches.

Many countries use eligibility criteria involving qualification, citizenship, language proficiency, medical checks etc. In Denmark; England; Hungary; Ireland; Netherlands; and Sweden there is a very high level of individual school involvement in teacher recruitment (OECD, 2005). In India, National Council of Teacher Education (NCTE) is the apex body for determining standards of teacher education and for minimum educational and professional qualifications for recruitment of school teachers (Ramachandran, 2014). This aspect has been a focus of attention since years in the ocean of education policies, commission and committees for example NPE (1986) concentrated on the methods of recruitment, POA (1992) on a modernized recruitment procedure, National Commission on Teacher (1983-85) on conditions of recruitment, JVC (2012) on criteria of recruitment, National Knowledge Commission (2009) on norms for selection etc.

From the Literature, it is apparent that recruitment of teachers is a pipeline that springs leaks over time. There is dilution of standards in teacher recruitment (NCF, 2005); lack of rationalized management of stock of teachers (Gottelmann, 2000); selection of un trained and un qualified teachers, hiring of local candidates as violation of fundamental rights (Moe & Wiborg, 2016); burden of government with litigation and teacher unions, decentralized governance in recruitment of teachers, gap between selection and appointment (Ramachandran, 2014); imbalance in teacher distribution (Fagernas & Pelkonen,2016); difference in selection of multiple cadre of teachers, declining motivation of teachers (Ramachandran, 2005); Para Teachers issues (Govinda & Josephine 2004); poor working conditions and job insecurity (Kingdom *et al.* 2013); fluidity of recruitment committees and lack of accountability (Sarkaria & Pachauri, 2014). The similar aspects have been discussed extensively by Policies, Committees, Commissions, and other research reports etc.

It is against the background of all the above mentioned studies, the need of hour is that there should be first of all analysis of policies framework and configuration of policies on ground through perception of stakeholders for better understanding of implementation gaps. Most importantly, there should be more research on related issues like teacher demand and supply, teacher profile, teacher selection, teacher recruitment as well as teacher quality for more

enlightenment on problems faced by them. On the whole, there is a dire need of streamlined, transparent, time bound recruitment system based on clear cut policy framework.

Financial and Non Financial Benefits

In India, salaries comprise a soaring share of current expenditure on school education. In many states, teachers are entitled to have housing facility, leave travel allowance, CCL, medical Leave etc. State Government also provides ‘State awards’ and Central Government ‘National Awards’ in recognition of meritorious service rendered by teachers to motivate them.

Monetary Incentives like salary, promotions, allowances and non monetary incentives like recognition, support from parents directly and indirectly affect teacher performance. In many countries, performance related or merit based pay for teachers is under experimentation. Muralidharan (2009) in randomized evaluation of teacher incentive program in Government Primary schools of Andhra Pradesh found that teacher performance pay led to significant improvements in student test scores. Nevertheless, it is feared that implementation of such reforms in Indian context may led to the chaos between government and the teacher unions.

There is also a pool of un addressed aspects that demand critical attention to uplift the declining teacher motivation. For example lack of provision of facilities in rural areas not only acts as de motivating factor but also make it difficult to recruit and retain quality teachers. In Madhya Pradesh and Odisha, lack of accommodation, sanitation, and personal safety; medical facilities are factors that make rural posts unattractive. There is no incentive schemes offered to make these posts more attractive, which makes the process of re-deploying teachers extremely difficult (NCERT, 2013)

The difference in salaries of regular and contractual teachers (Goyal & Pandey, 2013); delay in salaries (Rawal, 2016); pay gap between private and Government teacher (Goyal, 2013); lack of incentives for teachers employed in rural and border areas (Ramachandran, 2005) are the few aspects that need to be explored more in depth through holistic framework.

Salary and non salary benefits works as a major factor for making teaching profession attractive. The policy lever needs to review not only salary implications but also make sure that high performing teachers get benefits. The feedback, adequate training combined with the monetary

incentives can be employed to bring forth greater efforts from teachers. There is call for holistic understanding of the incentives that can serve as motivation to teachers for improvement in student performance.

Evaluation

Teacher evaluation is an important tool for improving teacher effectiveness (Muijs, 2006). An effective Teacher evaluation involves an accurate appraisal of the effectiveness of teaching, its strengths, weaknesses and areas for development (OECD, 2009). According to Stronge (1999) in a way, it is a process of comparing an individual teacher documented job performance with the previously established roles and responsibilities and acceptable performance standards. In India, School Inspection & Supervision at the system level and Annual Confidential Report (ACR) also termed as Self Appraisal are the only sources of evaluation in most of states.

Increased public awareness and heightened expectations from education system has exposed teachers to public criticism. Professional competence, knowledge motivation and commitment to profession often come under questioning approach. Any attempt to enforce accountability shall be preceded by systematic audit of their performance (MHRD, 2012). In Indian context, the need to evolve an effective teacher evaluation has been expressed repeatedly by many Commissions and Committees on education. The NPE (1986) call for creation of Teacher Evaluation to be open, participative and data based with provision of the reasonable opportunities of promotion to higher grades through the inputs from self, peers, head of institutions, students and others.

In fact, it is a broader concept that involves the clarity of purpose, tools, evaluator competency, dimensions of evaluation, and the impact of the evaluation on teacher performance. Recently Andhra Pradesh has started the practice of evaluation of teachers by the students but it is still in nascent stage. Although in Haryana teacher evaluation system the student results occupies a half weight age based on basis of which teacher performance is assessed. Tyagi (2009) suggested that evaluation of teachers by the students should be implemented which is essential to judge the performance of a teacher from the student's point of view. It is clear that efforts are in budding stage through addressing of its different aspects.

As per SSA 3 (Third Elementary Education project, 2013) there is weak monitoring and accountability for performance. Teacher performance can be judged by a array of measures, including competence, effort and student outcomes which can be variously measured. The Justice Verma Committee report (2012) suggested that instrumentalities such as ACR, feedback of teachers, children, classroom observation, and peer review will need to be put in place in an objective manner. As presently it is used in a closed and rigid manner based on limited indicators and even without participation of stakeholders like students, peers, parents, as well as community. There is absence of job chart related to general and professional duties of teacher.

The roles and responsibilities are the basis to evaluate teacher performance. There is requirement of Teaching competences and responsibilities to be assessed and then planned to build a broad definition of what teachers should know and be able to do in the exercise of their profession. Moreover, it can also help to evaluate the teachers based upon the work done by them. Reflection in particular is missing in the process and reflection cannot happen without substantive and credible feedback.

In light of above stated challenges, there is need of research work besides mapping the policies to undercover that how effectively teacher performance is currently evaluated based on different dimensions in India and whether these dimensions are enough to give real picture of their performance. It is also necessary to see that how and to what extent teachers are supported in the form of feedback along with evaluation for the enhancement of performance.

Professional Development

Professional development is enrichment training provided to promote better understanding of content, academic competence, pedagogy, curriculum, technology skill and other administrative responsibilities. There are four stages in the professional development of a teacher: pre-service training, induction into the profession as a newly qualified teacher, in-service training, and upgrading of qualifications (Steiner, 2010).

In 1986, The National Policy on Education strengthened institutional structures for both pre and in-service teacher education through SCERTs and creation of District Institutes of Education and Training (DIETs), Colleges of Teacher Education (CTEs) and Institutes of Advanced Studies in

Education (IASEs). In the 1990s the District Primary Education Program (DPEP) initiative created further local structure through the development of Block Resource Centres (BRCs) and Cluster Resource Centres (CRCs). Currently, it is mandatory for teachers to attend periodic in-service training programs, which are delivered largely through the above institutions. Presently most of the resources are provided through SSA and RMSA.

In 2015-16, sharp differences are found in case of professionally trained teachers. There are 88.0 % of professionally trained government regular teachers as compared to 61.5% govt. Contractual teachers. Further Table 1.1 provides a comparison of percentage distribution of teachers received training under different education levels.

Table 1.1: Percentage distribution of teachers received training		
School Levels	2014-15	2015-16
Primary only	20.40	20.40
Upper Primary only	12.05	12.20
U primary + Sec	10.8	10.6
UP+ Sec +H.S	8.11	7.7

Source: DISE 2015-16

One of the major issues continuously highlighted in different research studies is lack of effective, well organized, and planned in service teacher training. Sarkaria & Pachauri (2014) also raised important point that there is lack of long term perspective of training that need to be inclined towards developing the critical understanding of policies and pedagogical changes. There is need of development of culture of shared learning and accountability where teachers are engaged with task rather than mere recipients in top down manner. Recently RMSA integrates the use of Education Technology for secondary school teacher development. RMSA (2015) guidelines called to move beyond conventional practices where schools, district, state and central actors can play a major role.

On the whole, it's clear from the literature review that for the development of professional community, there is a need of supportive culture, financial resources, and most importantly

diversion from didactic and prescriptive approach based on experiential learning for making it a success.

Recommendations

It rightly suits Indian Context that there is lack of framework for policy that creates a “coherent infrastructure of recruitment, preparation, and support programmes that connect all aspects of the teacher’s career continuum into a teacher development system, linked to national and local educational goals” (Darling, Hammond, Berry, Haselkorn, and Fideler, 1999).

Teacher management under the disguised form under teacher quality framework is lacking behind and is trapped leading to its distorted shape. In other words, it can wrapped up by saying that the Policy level decisions on standards for hiring teachers, evaluation and training are leading towards defused state. State governments draft their own policies, but they operate within the broad framework outlined by the central government keeping apart their contextual background.

Through the preceding review it is clear that uncertainty and gaps in the knowledge base on teacher management as well as teacher development are plentiful. Efficient Deployment of Teachers wherever needed especially in single teacher schools should be done on time. Recruitment of Local Teachers for more accountability and quality education can be followed. Teacher transfer, promotion rules need more transparency. Allow more space and freedom to teachers to be more active in school management and non teaching work need to be reduced.

More Incentives should be given to encourage teachers to join schools in remote areas. Low salary and insecurity of tenure are disincentives for talented persons to join the teaching profession. They should be attracted through providing allowances like Housing, Responsibility, Subsistence, Pension Scheme, Salary Advance, and House Hold Loans, Leave Pay. There should be management system with clear roles and responsibilities and better decision making. Special Training being Participative and Challenging of short duration for Inclusive Education is also required. The Inspection, feedback and the support system need to be functional. The need of hour is to decrease the workload, provide remuneration, incentives, recognition, supportive Institutional Environment and most importantly to give voice to teachers along with making

balance between autonomy and accountability. Thus, the key to open roads for teacher development is increase the supply of teacher where shortages exist, improve the recruitment and hiring process, to evaluate based on roles, provide feedback and to make provision of adequate training for development.

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