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Teachers in the Indian Education System

Study of Working Conditions of Teachers in Punjab
Mapping Policy and Practice

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Contents

<i>Acknowledgements</i>	<i>iii</i>
<i>Contents</i>	<i>iv</i>
<i>List of Tables</i>	<i>viii</i>
<i>Abbreviations and Acronyms</i>	<i>x</i>
Chapter 1: Introduction	1
1.1 Introduction	1
1.2 Context of the Punjab study	4
1.3 Methods for conducting the study	4
1.3.1 Desk review of materials	4
1.3.2 Key Informants Interviews (KII)	5
1.3.2.1 Semi-structured interviews	5
1.3.2.2 Semi structured interviews with district level officials	7
1.3.3 Focus Group Discussions (FGDs)	7
1.3.4 State level discussion workshop	8
1.4 Member of the research team	8
1.5 Structure of the report	8
Chapter 2: Punjab State Profile	9
2.1 Geography	9
2.2 Demography	10
2.3 Economic Status	12
2.4 Education Outlay and Expenditure	12
2.5 Educational Programmes	14
2.6 School Facilities	16
Chapter 3: Profile of Teachers in Punjab	19
3.1 Categories of teachers by School management	19
3.1.1 Pupil Teacher Ratio	20
3.2 Categories of teachers appointed under government schemes and programmes:	20
3.2.1 Panchayati Raj/Zila Parishad school teachers	20
3.2.2 EGS/AIE teachers/volunteers	22
3.2.3 SSA teachers	23

3.2.3.1	Inclusive Education Resource Teachers	24
3.2.4	RMSA Teachers	25
3.2.5	ICTES Teachers	26
3.3	Categories of teachers as per level of teaching and qualification	26
3.4	Category on the basis of terms of employment	27
Chapter 4: Teacher Policy in Punjab		32
4.1	Recruitment	32
4.1.1	Decision for new recruitment	32
4.1.2	Appointing Authority	34
4.1.3	Recruitment Bodies	35
4.1.3.1	Creation of Recruitment Board in Punjab	36
4.1.4	Recruitment Rules	37
4.1.4.1	Qualification	37
4.1.4.2	Age	38
4.1.4.3	Terms of service and condition of regularisation	39
4.1.4.4	Process of recruitment	40
4.1.4.5	Reservation Policy	43
4.1.5	Emerging issues	44
4.2	Transfer and deployment	45
4.2.1	Policy for new recruits	45
4.2.2	Transfer Policy	45
4.2.3	Process of transfer	46
4.2.4	Rationalization Policy	47
4.2.5	Political interference or aspiration of elected representatives?	48
4.2.6	Deputation	49
4.2.7	Emerging Issues	49
4.3	Salary and service conditions	50
4.3.1	Salary structure of Contract and Regular teachers	50
4.3.2	Service benefits	53
4.3.2.1	Long Absence and Dismissal	54
4.3.3	Special Allowances	55
4.3.4	Emerging Issues	55

4.4	Duties, day to day management	56
4.4.1	Policy teachers' duties	56
4.4.2	Time on Task	58
4.4.3	Emerging issues:	59
4.5	Training Management	60
4.5.1	Teacher Training Programme under SSA and RMSA	60
4.6.1.1	Procedure for selecting Key Resource Persons	60
4.5.2	Identification of topics for training and duration of training	61
4.5.3	Emerging issues	63
4.6	Career progression and performance evaluation	63
4.6.1	Career Paths of teachers of various categories	63
4.6.1.1	JBT/ETT	63
4.6.1.2	Master Cadre	64
4.6.1.3	Vocational Master and Lecturer	65
4.6.2	Performance Appraisal of Teachers	65
4.6.2.1	Implications of ACRs for the employees	67
4.6.2.2	Management of Teacher Appraisal Data	67
4.6.3	Policy on Promotions	68
4.6.3.1	Elementary	68
4.6.3.2	Secondary	68
4.6.3.3	Secondary aided schools	69
4.6.3.4	Reservation in promotions:	69
4.6.4	Inspections	69
4.6.5	Emerging Issues	70
4.7	Grievance redressal and Rights of Teachers	70
4.7.1	Citizen charter	71
4.7.2	ePunjab Portal	71
4.7.2.1	Overview of Some modules of ePunjabSchool Web Portal	71
4.7.2.2	Implementation of ePunjab Portal	73
4.7.3	Emerging Issues	74
4.8	Teacher Unions strikes and demonstrations	74
	Chapter 5: Conclusions and Suggestions	77

References		81
Annexure 1	Administrative structure of SSA and RMSA at State and district level	83
Annexure 2	List showing reservation in respect of different categories in 100 point roster	86
Annexure 3	Teachers Elected as MLAs in Punjab	87
Annexure 4A	A.C.R. Proforma for Master/Mistress/Lecturers (upto-2004)	88
Annexure 4B	Performa for Annual Confidential Report of Teacher (2005-2011)	90
Annexure 4C	Performa for Annual Confidential Report of Teacher	93

List of Tables

Table 1.1	Synopsis of Key Informant Interviews	6
Table 1.2	Details of FGDs	8
Table 2.1	List of Administrative Units in Punjab-2011	10
Table 2.2	Status of Punjab on Selected Parameters vis-a-vis India: 2011	10
Table 2.3	Child population 2001-2011	11
Table 2.4	Punjab: Outlay and Expenditure in Different Five-Year Plans on General and Technical Education (₹ in Lakh)	13
Table 2.5	Punjab: Expenditure on General Education and Technical Education 2008-09 to 2013-14 (in Lakh)	14
Table 2.6	Expenditure on Education under various schemes and programmes from 2002-2014	15
Table 2.7	RtE compliance of school facilities in Punjab (in percent)	16
Table 2.8	Categories of employees according to pay scale (in INR) and percentage distribution in education	17
Table 3.1	Different Categories of Schools in Punjab	19
Table 3.2	Data on schools in Punjab	20
Table 3.3	Average pupil-teacher ratio in Punjab schools	20
Table: 3.4	Status of Teachers in Primary Schools as on 31st March 2014	24
Table: 3.5	Status of Teachers in Upper Primary Schools as on 31st March 2014	24
Table 3.6	Identification, Enrollment and Coverage of CWSN in SSA	24
Table 3.7	Status of IERT and their specialization: Category wise IERTS	25
Table 3.8	Teachers approved and Recruited under RMSA in Newly Upgraded Schools	25
Table 3.9	Categories of teachers as per level of school, classes and qualification	26
Table 3.10	Category wise teaching posts vacancy status	28
Table 3.11	Entitlement, Availability and Requirement of Teachers for Primary Schools/Sections in Punjab as per RTE (For Govt. Schools only)	28
Table 3.12	Subject Specific Entitlement, Availability of Teachers for Upper Primary schools/Sections in Punjab as per RTE (For Govt. School only)	30
Table 4.1	RtE Norms and Standards for a School	33

Table 4.2	Annual average retiral vacancy	34
Table 4.3	Appointment Authority in Punjab Education Department	35
Table 4.4	Composition of the Punjab School Recruitment Board	36
Table 4.5	Age limit for recruitment in some recruitment advertisements	39
Table 4.6	Summary of PSTET 2011, 2012, 2013 and 2014	42
Table 4.7	Category-wise breakup of 100 points roster	43
Table 4.8	Punjab Status As on 31st March 2014	47
Table: 4.9	Salary structure of contract teachers	51
Table 4.10	Salary Structure of Regular Teachers	52
Table 4.11	Basic Pay and Allowance of JBT/ETT	53
Table 4.12	Leave Allowances for Regular and Contract Teachers	54
Table 4.13a	Number of working days / working hours / instructional hours	59
Table 4.13b	Average instructional hours per Year	59
Table 4.13c	Working hours per teacher	59
Table 4.14	Progress of In-service trainings in 2013-14	61
Table 4.15	Proposed plan for trainings in 2014-15	62
Table 4.16	ACR signing authority according to category of teacher	66
Table 4.17	Recent teacher demonstrations and strikes	74

Abbreviations and Acronyms

ACP	Assured Career Progression
ACR	Annual Confidential Report
ADC	Additional Deputy Commissioner
Admn.	Administrator
AIE	Alternative and Innovative
Asstt.	Assistant
AWP&B	Annual Work Plan and Budget
BA	Bachelor of Arts
BC	Backward Class
BDO	Block Development Officer
B.Ed.	Bachelor of Education
BPEO	Block Primary Officer
BRP	Block Resource Persons
BSc	Bachelor of Science
BT	Basic Training
C&V	Classical and Vernacular
CAO	Chief Accounts Officer
CBSE	Central Board of Secondary Education
CCA	City Compensatory Allowance
CCE	Continuous and Comprehensive Evaluation
CEO	Circle Education Officer
CHT	Centre Head Teacher
CWP	Civil Wit Petition
CWSN	Children with Special Needs
DA	Dearness Allowance
DDO	District Development Officer
DEO	District Education Officer
DEO (EE)	District Education Officer (Elementary Education)
DGSE	Director general of School Education
DIET	District Institutes of Educational Training
DPI	Director Public Instruction
DPI (EE)	Director Public Instruction (Elementary Education)
DPI (SE)	Director Public Instruction (Secondary Education)

DSS	District Science Supervisor
Dy.	Deputy
EGS	Education Guarantee Scheme
EM	Education Minister
Eng	English
ESM	Ex-Service Man
ETT	Elementary Teacher Training
FGD	Focus Group Discussion
GNDU	Guru Nanak Dev University
Gaz.	Gazette
GIS	General insurance Scheme
GISTC	Government In-service Training Centre
GO	Government Order
GoI	Government of India
GoP	Government of Punjab
GP	Grade Pay
GPF	General Provident Fund
HM	Head Master
HR	Human Resource
HRA	House Rent Allowance
ICSE	Indian Certificate of Secondary Education
ICT	Information and Communication Technology
ID	Identity
IE	Inclusive Education
IED	Inclusive Education for Disabled
IEDSS	Inclusive Education for Disabled at Secondary Stage
IERT	Inclusive Education Resource Teachers
IEVs	Inclusive Education Volunteers
INR	Indian Rupee
JBT	Junior Basic Teacher
JRM	Joint Review Mission
KII	Key Informants Interviews
KRPs	Key Resource Persons
M Com	Master of Commerce
MA	Master of Arts
MDM	Mid Day Meal

MHRD	Ministry of Human Resource Management
MIS	Management Information System
MLA	Member Legislative Assembly
MoU	Memoranda of Understanding
M.Phil	Master of Philosophy
MSc	Master of Science
NCTE	National Council of Teacher Education
NPE	National Policy of Education
NUEPA	National University of Educational Planning and Administration
OBC	Other Backward Class
OECD	Organisation for Economic Co-operation and Development
OOSC	Out of School Children
OT	Oriental Teacher
PAB	Programme Approval Board
PE	Physical Education
PEDB	Punjab Education Development Board
PEP	Punjab Education Policy
PGTs	Post Graduate Teachers
PH	Physically Handicapped
PhD	Doctor of Philosophy
PPP	Public Private Partnership
PRI	Panchayati Raj Institution
PSEB	Punjab School Education Board
PSTET	Punjab State Teacher Eligibility Test
PTA	Parent Teacher Association
PTI	Physical Training Instructor
PTR	Pupil Teacher Ratio
Pun	Punjab
RCI	Rehabilitation Council of India
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RtE	Right of Children to Free and Compulsory Education
SS	Social Study
SAS	Sahibzada Ajit Singh
SC	Schedule Caste
Sc	Science
SCERT	State Council for Educational Research and Training

SCR	Student Classroom Ratio
SMC	School Management Committee
SDMC	School Development and Management Committee
SPD	State Project Director
SSA	Sarva Shiksha Abhiyan
SSAA	Sarva Shiksha Abhiyan Authority
S.St.	Social Study
ST	Schedule Tribe
STR	Special Training
TA	Travelling Allowance
TE	Teacher Education
TET	Teacher Eligibility Test
TGTs	Trained Graduate Teachers
TPR	Teacher Pupil Ratio
UEE	Universalisation of Elementary Education
UT	Union Territory
VE	Vocational Education
WB	World Bank
ZP	Zila Parishad

Chapter 1

INTRODUCTION

Introduction

The Global Monitoring Report on Education for All (EFAGMR) 2013/14 brings forth an alarming fact that globally around 250 million children of primary school age are not reaching minimum standard of learning. There is a global learning crisis and this crisis hits the disadvantaged the most. The report also highlights the need to improve quality of teaching reiterating that the quality of learning depends on the quality of teachers. However, insufficient education funding has affected education outcomes which will incur future economic loss. The report urges the governments to boost efforts to recruit additional 1.6 million teachers to achieve goals of Universal Primary Education by 2015.

Supply of properly qualified teachers, their training to address the learning deficit amongst the learners from an early stage, availability of best teachers where they are needed the most and ability of the systems to make provision for incentives to retain good teachers and overcome teacher attrition are the four approaches mooted by the EFAGMR 2013/14 to address the global learning crisis.

Globally systems have been struggling to balance spending on education with provision of quality teachers. Resource impoverished schools have higher teacher turnover (Johnson, Kraft & Papay 2012). Teacher absenteeism was found to be one of the major reasons for children not learning in schools. This has prompted researchers to suggest appointment of teachers on contract basis to address teacher absenteeism. However, absence rates of contract teachers and regular/permanent teachers are not significantly different from each other (Kremer & Glewwe 2006). Studies on teacher management systems indicate that monetary incentives are an important factor affecting teachers' motivation. In addition, teacher motivation and accountability is affected by a blend of reform initiatives in curricula, teachers' training, financial investment and institutional reforms (OECD 2011).

Various policies and government schemes launched in India have affected working conditions of teachers in terms of defining their terms of contract, authority for teacher

appointment, power of supervision of teachers work, teacher salaries and so on. Inclusion of education in the concurrent list through 42nd amendment to the constitution led to decentralization of teacher management related aspects to the state level (GoI 1976). Also the 73rd constitutional amendment act devolved provision and management for education including primary and secondary, technical training and vocational education to the Panchayati Raj Institutions. This meant that teacher management related responsibilities were also transferred to PRI and Zila Parishads.

Liberalisation of Indian economy in 1990s ushered increased number of contract teachers in the government education system. As a result teaching cadre in school education, no longer remained 'monolithic'. In fact, the government of Madhya Pradesh restructured its education system allowing the local groups to start primary schools and 'dismantling the teacher service cadre' (Govinda and Josephine 2004). A WB study on court cases pertaining to contract teachers observed that Supreme Court was being unsympathetic to contract teachers and suggested that judiciary can direct the government to improve the labour policy in such a way that it is in interest of the learners but at the same time is sensitive to the working conditions of teachers (Robinson & Gauri 2010).

Sarva Shiksha Abhiyan (SSA) which is Indian government's flagship programme for the Universalisation of Elementary Education (UEE) was launched in 2002. SSA focused on provisioning for teachers including financial management, periodic teacher training and academic resource support, textbooks and support for learning achievement. The Manual on financial management and procurement issued by the Department of Elementary Education and Literacy, Ministry of Human Resource Development, Government of India outlines the mandatory provisions under SSA.¹ Though the state SSA societies are free to formulate their own financial rules and regulations, these rules have to be consistent with the mandatory provisions as given in the manual and in accordance with the NCTE norms. However, different states have interpreted these directions differently. Interpretation, of the mandatory provisions, by the states and how they formulate their rules and regulations has huge implications for the management of the teaching cadre. The manual, for example, for the government grant to the government aided schools, madaras and municipal corporation schools

¹<http://planipolis.iiep.unesco.org/upload/India/India%20Sarva%20Shiksha%20Abhiyan%20Manual%20of%20financial%20management.pdf> (last accessed on November 29, 2014)

mandates that the salary of the teachers and their service conditions should be similar to that of government school teachers (para 30.1 (ii) (d)). Some states have interpreted this provision applicable to the SSA teachers working in government schools while some states have different rules for SSA teachers and government/government aided school teachers.

The Right of Children to Free and Compulsory Education (RtE) Act in India that came into effect from 1st April 2010 has viewed teachers as inseparable component for the delivery of the entitlements and realization of the right to education by outlining recruitment criterion, minimum qualifications, duties responsibilities and redressal mechanisms for the teachers. It has been left to the states to put in place RtE guidelines and rules in accordance with the Act.

The Centrally-Sponsored programme for the Universalisation of secondary education, also known as Rashtriya Madhyamik Shiksha Abhiyan (RMSA) or the National Mission on Secondary Education has laid out norms regarding Pupil-Teacher Ratio, opening of new secondary schools, focus on science, math and English language education. The state governments have been directed to devise policies of teacher recruitment, deployment, training, remuneration and career advancement of secondary school teachers in view of RMSA provisions. With effect from April 01, 2013, several other Centrally Sponsored Schemes of Secondary Education namely – Information and Communication Technology (ICT) @ School, Girls' Hostel, Inclusive Education for Disabled at Secondary Stage (IEDSS) and Vocational Education (VE) have been subsumed in their existing form under the umbrella of RMSA.

How different states in India have interpreted- the entitlements and directions given in the acts and the mandatory provisions for the implementation of centrally sponsored programmes, and formulated their rules to suit their local situation is going impact the size and structure of the teaching cadre and its management. Moreover, even when the rules formulated by the states are in perfect accordance with the mandated provisions, the timelines in which these rules are efficiently implemented has crucial systemic impacts on the nature of the teaching workforce, its management and the labour policy per se.

1.1 Context of the Punjab study

National University of Educational Planning and Administration (NUEPA) launched a nine²-state national study on the working conditions of elementary (government) and secondary (government and government-aided) school teachers. NUEPA signed Memoranda of Understanding (MoU) with identified research groups in 8 of the states and decided to take up the Punjab state study directly through NUEPA with local support from State Council for Educational Research and Training (SCERT)-Punjab. The Punjab study therefore draws from the wider aims and objectives of the national study.

The study has attempted to document and analyse the recruitment and deployment policies and practice, salary, service benefits and working conditions including teacher deployment, transfer, first and subsequent postings, professional growth, development and evaluation for the regular and contract teachers.

The study had three main aspects and phases: the first phase involved collection and desk review of the documents including government notifications, advertisements in the major dailies, government office order, policy documents and other relevant materials on the above mentioned aspects of teachers' working conditions. The second phase involved issue and theme specific interviews with the key officials at the state and one district level to further explore the identified issues. The third phase in continuation with the second phase further explored the issues through focus group discussions with several categories of regular and contract teachers teaching in Punjab state at elementary and secondary schools. The purpose of the FGDs was also to initiate a dialogue to arrive at possible solutions to the identified issues pertaining to the teachers' working conditions and grievances.

1.2 Methods for conducting the study

1.3.1 Desk review of materials

The Punjab-SCERT team identified the various key officials and their support administrative staff to seek help in identifying and procuring available documents

² Jharkhand, Karnataka, Madhya Pradesh, Mizoram, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh

pertaining to teacher recruitment, transfer, salary, promotions, appraisal, management of teacher training and teacher database, and grievance redress mechanisms. Web searches were conducted to find out and further verify recruitment notifications; recruitment related counseling session notifications, teachers' strikes and demonstrations, teacher union notifications. The procured documents were indexed in MS Excel sheet file under identified categories through cursory review. This was followed by detailed review of each document to find the information answering the research questions. Around 125 documents were reviewed. Again, MS Excel was used to document the review. Thus, all documents, for example, with relevant sections on transfer and deployment policy were brought together on one excel sheet titled 'transfers and deployment'. The comments on the review notes were noted alongside in the excel sheet cells highlighted in color.

1.3.2 Key Informants Interviews (KII)

Fifteen (15) KIIs were conducted with state and district level officials.

1.3.2.1 Semi-structured interviews

Semi structured interviews were conducted at the state level with the officials from Sarva Shiksha Abhiyan, Rashtriya Madhyamik Shiska Abhiyan, Registered Teachers Associations, DGSE office, DPI office, PRI to understand the various processes, issues and challenges at various levels pertaining to teacher management and development and having an impact on the working conditions of teachers. The issues identified during desk review were clarified through the official in-charge of dealing with the matter.

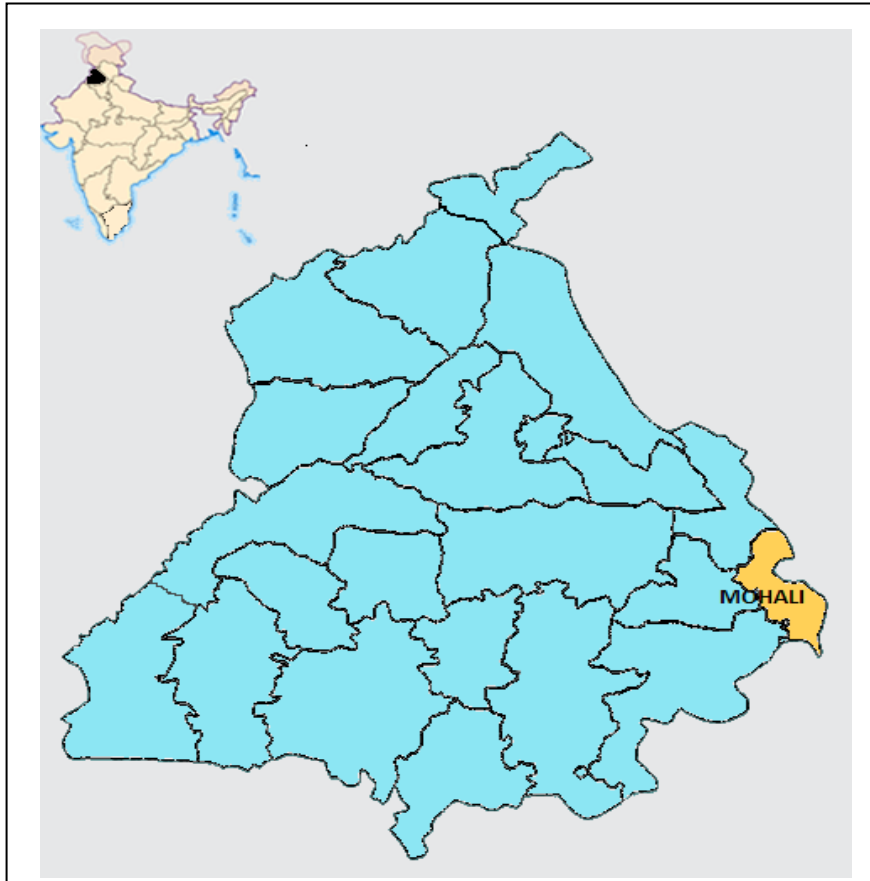
Table 1.1: Synopsis of Key Informant Interviews

Office/Unit/Department/ Component	Gender	Code	Summary of main issues discussed
State Project: Training, SSA & RMSA	Male	Officer 1	Management of training for both SSA and RMSA
Circle Education Officer	Male	Officer 2	Recruitment, court cases, regularization, promotions
SSA	Male	Officer 3	EGS teachers, teacher cadre and pay scale (elementary and secondary), esp. inclusive education teachers
Secondary Education (School Administration)	Male	Officer 4	Role of HM, mechanism of teacher evaluation (ACR), promotions
MIS	Male	Officer 5	MIS system (e-Punjab portal), inspection cell, grievance redressal mechanism, alignment of different portals
Aided Schools	Male	Officer 6	Management of govt. aided private schools, pensions, grievances, appointment etc., role of correspondent
Secondary Education	Male	Officer 7	Mostly about vocational teachers (both elementary and secondary), promotion of vocation masters
Inspection Cell	Male	Officer 8	Monitoring and inspection of schools
Primary Education	Male	Officer 9	Teacher training, quality education, Pravesh (to develop comprehension ability), teachers on deputation
HR and Grievance	Male	Officer 10	Grievances, systems of grievance redressal, types of grievances
Administration	Male	Officer 11	Panchayati Raj schools, recruitment, different cadres of teachers, salary, transfers, authority, reservation policy, promotions
Director, SCERT	Female	Officer 12	Legal cases, recruitment, deputations, promotions, Panchayati Raj schools, policy changes, reservations, rationalization, transfers, role of HM, trainings, issues of women teachers, grievances
DSS (District Science Supervisor), Mohali	Female	Officer 13	In context of Mohali - Inspections – district level, transfers, non-teaching duties, MIS, training, issues related to women teachers, evaluation, deputation, demands of unions
DEO, District Panchayat Education Officer, Mohali & Fatehgarh Saheb	Male	Officer 14	Difference between Panchayati Raj schools and education dept. schools, recruitments, constitution of recruitment committees, grievances, allocation of funds, reservation, grievances and redressal, transfers, seniority issues, training, coordination issues with SSA/RMSA, proposed education admin structure

1.3.2.2 Semi structured interviews with district level officials

District Mohali (also referred to as SAS Nagar³ in several Punjab government documents) was selected as the sample district for this study.

Figure 1.1: Map of district Mohali⁴



The selection was done in consultation with the state level officials and also keeping in view the feasibility of approaching the officials and their availability within limited time-line during NUEPA team's field visit schedule. The District Education Officer, the district level officials of the school inspection team, the Mohali district PRI officials were identified as KIIs.

1.3.3 Focus Group Discussions (FGDs)

FGDs were conducted with six different categories of regular and contract teachers from elementary and secondary schools. These included teachers on deputation and SC/ST/OBC teacher union members. In total, 44 teachers participated in the FGDs. A

³ Sahibzada Ajit Singh (SAS) Nagar is the officially notified name but Mohali is more popular in common parlance.

⁴ Source: <http://www.veethi.com/places/punjab-mohali-district-487.htm>

disclaimer on confidentiality and non- disclosure of participants’ details was announced before starting each FGD.

Table 1.2: Details of FGDs

FGD No.	I	II	III	IV	V	VI
Category of teacher group	Primary (Regular)	Secondary (Regular)	SSA-RMSA (Contract)	Panchayati Raj Institution (PRI) School teachers	Inclusive Education Resource Teachers (IERT)	Teacher Union
Numbers of teachers	06	11	07	08	06	06

1.3.4 State level discussion workshop

Preliminary findings of the study were presented to a small group of invited officials at the office of the Principal Secretary, School Education, Punjab. Inputs from the workshop were incorporated in the presentation made at the National workshop of the nine-state study organized by NUEPA in Delhi on 3rd September, 2014 and have been incorporated in this report.

1.4 Members of the research team

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Ms. Perna Goel Chatterjee, Consultant, NUEPA

Mr. Kuldeep Verma, Lecturer, SCERT

Dr. Anupam Pachauri, Assistant Professor, NUEPA

1.5 Structure of the report

This report is divided into four chapters: Chapter 1 introduces the study, Chapter 2 presents a brief profile of the Punjab state, Chapter 3 discusses the profile of teachers in Punjab, Chapter 4 maps the teacher policy and its practice in Punjab relating to recruitment, transfers and deployment, salary and service conditions, duties and day to day management, training management, professional appraisal and growth, grievance redressal, Chapter 5 discusses the findings of the study and the recommendations as suggested by the key informants and teachers to improve the working conditions of teachers.

Chapter 2

PUNJAB STATE PROFILE

Punjab has been through several administrative changes, redrawing of borders and turmoil which have affected the course of development in the state. This chapter presents a brief profile of the Punjab state taking into account, the evolution of the state, its physical settings, demography, education expenditure and educational programmes.

2.1 Geography

In terms of physiographical the current state of Punjab came into being in 1966 following trifurcation of the erstwhile province of Punjab into Punjab, Haryana and Himachal Pradesh. Punjab is located in the north-western part of India and on its west is Pakistan. It is bounded on the north by Jammu and Kashmir, Himachal Pradesh on the north-east and east, and Haryana on the south east and south, and Rajasthan on the south-west. The word 'Punjab' is made up of two Persian words-*Panj* meaning five and *a* meaning water, put together it means the land of five rivers. These five rivers are-the Sutlej, the Beas, the Ravi, the Chenab and the Jhelum. Punjab lost the Chenab and the Jhelum to Pakistan, as a consequence of partition in 1947, and now there are only three rivers in Indian Punjab.

diversity, Punjab is divided into three regions: i) Hilly tract ii) Foothills, and iii) Flat plains. The hilly tract, forming part of the Siwalik hills, extends along the north and north-eastern border of the state i.e. along J & K and Himachal Pradesh. The foothill plains lie between the hilly tract and the flat plains in the north and north-eastern parts of the state. The major part of the state's physiography is flat plains. Forest covers only 6.05 per cent of Punjab's total area which is much lower than the national average of 19.4 per cent.

The Indian Punjab state is a linguistic unit inhabited largely by Punjabi speaking people. It had a population of 2.77 Crore in 2011, distributed among 12,568 inhabited villages, 143 towns and 14 cities. Administratively, it is divided into 22 districts, 77 tehsils, 76 sub-tehsils and 141 blocks (Table 2.1). The city of Chandigarh (within the Chandigarh Union Territory) is the joint capital of Punjab and Haryana.

Sr.No.	Administrative Units	Number
1	Number of Districts	22
2	Number of Sub-Divisions	77
3	Number of Statutory Towns	143
3(i)	Number of Municipal Corporations	5
3(ii)	Number of Nagar Panchayats	35
3(iii)	Number of Cantonments	3
3(iv)	Number of Municipal Councils	100
4	Number of Census Towns	74
5	Number of OGs	60
6	Number of Villages	12568
7	Number of Urban Agglomerations(UA)	18

Source: <http://punjabcensus.gov.in/html/admin.htm>

2.2 Demography

Punjab has a density of 550 persons per square kilometers and is the thirteenth most densely populated state in the country (table 2.2). Nearly 38 percent of its population resides in urban areas. 76.7 percent persons in the state are literate, and it ranks 21st (out of 35 states and UTs) in the country in terms of literacy. Male and female literacy rates are 81.5 and 71.3 percent respectively. During 2001 and 2011, the literacy gap came down from 11.9% to 9.7% respectively (Census 2011). The state's per capita income is significantly higher than the national average. Punjab has notified thirty seven schedules castes (SCs) which constitute 31.9% of the population of the state. Mazhabi, Chamar, AdDharmi, Balmiki and Bazigar are the notified SCs which together constitute more than 80% of the total SC population. According to the 2001 Census, Mazhabis had the lowest literacy rate and AdDharmis had the highest literacy rate amongst the SC population.

Table 2.2: Status of Punjab on Selected Parameters vis-a-vis India: 2011

	Area (insq. kms.)	Population	Sex Ratio	Density (persons persq.kms.)	Urban Population (in%)	Literate (in percent)	Percapita income (Rs)
India	32,87,263	1,21,01,93,422	940	382	27.82	74.04	24,256
Punjab	50,362	2,77,04,236	893	550	33.92	76.68	31,439

Table 2.1(b): Decadal change in the status of Punjab on selected parameters from 1961-2011

Parameters	1961	1971	1981	1991	2001	2011
Population	11,135,069	13,551,060	1,67,88,915	202,81,969	243,58,999	2,77,04,236
Population increase (in %)	---	21.70	23.89	20.81	20.10	13.73
Rural Population (in%)	76.94	76.27	72.32	70.45	66.08	62.51
Urban Population (in%)	23.06	23.73	27.68	29.55	33.92	37.49
Density (personspersq.kms.)	286	345	333	403	484	550
Sex Ratio	854	865	879	882	876	893
Literate (in percent)	26.74	34.12	48.12	58.51	69.7	76.68

Source:http://www.censusindia.gov.in/2011-prov-results/prov_results_index.html;
http://censusindia.gov.in/2011-prov-results/paper2/data_files/india/Statement1_RU_State.xls;
 Statistical Abstracts of Punjab &<http://pbplanning.gov.in/basicindicators2010-11.html>

Though Punjab is a relatively densely populated state, the decadal growth rate of population has come down from 20.10% from 2001 to 13.89% in 2011. The birth rate has also fallen from 20.2 per thousand in 2001 to 15.9 per thousand in 2011 (GOP 2014). Females constitute 47.23% of the population. Though the number of females (895) per thousand males is lower than the national average (940), it has improved from 876 per thousand males in 2001. However, there is an alarming decadal decline in the child population in the age group of 0-6 years at the state level as well as at the National level (Table 2.3 : GOI 2012).

Percentage of rural population has declined over the decades while urban population has increased which could indicate significant rural-urban migration. Also while growth of population has decreased over the decades (most significantly in 2010-2011) the density of population has increased continuously. While the state has a high per capita income (position?) compared to the national average it is far behind in terms of literacy (positioned 21st out of 35) which shows disconnect between rising income and literacy rates.

Table 2.3: Child population 2001-2011

	Child population in the age group 0-6 years (no.)			Decadal growth in the child population in the age group 0-6 years (no.)	
	2001			1991-2001	2001-2011
	Person	Male	Female	Person	Person
India	163837395	85008267	78829128	260421	-5048108
Punjab	3171829	1763801	1408028	-134416	-230259

Source: GOI 2012

If the trend continues, the decline in child population in the age group of 0-6 years has implications for planning for educational facilities, schools and provisioning of teachers in the near future.

2.3 Economic status

The economic growth in the state was 6.85% against the target of 5.9% in the 11th Plan Period. The target for the state for the 12th Plan period has been fixed at 6.4%. However, the Gross state domestic product (GSDP) recorded as low growth of 4.63% during the first year of the 12th plan period- 2012-13 and is estimated at 5.25% as per the advance estimates of 2013 -14 (GOP 2014) indicating healthy growth.

According to the economic survey of Punjab (2013-14), the share of primary sector (agriculture and livestock) in GSDP is constantly decreasing while that of secondary as well as tertiary sector, which comprises of service sector, is increasing. Also, at current prices the per capita income increased by 9.92% from INR 76895 in 2011-12 (P) to INR 84526 in 2012-13 (Q) and is likely to be INR 92638 in 2013-14 (A) registering a growth rate of 9.60%.⁵ However, the constantly increasing amount of public debt is a matter of serious concern for Punjab. In 2004 this amount was nearing INR 8000 crores due to borrowing to fight insurgency in the state (WB2004), the debt has further increased to INR 77158 crore as per accounts of 2011-12 (A). Punjab economic survey data reflects healthy growth of per capita income however the burden of debt is huge. On the positive side, though the debt is increasing, the Debt/GSDP ratio has declined significantly from 34.76% in 2007-08 to 30.99% in 2013-14 (BE).⁶

2.4 Education Outlay and Expenditure

There has been a regular increase in the allocation of funds to general education as well as technical education from the Fourth Plan to the Twelfth Plan (Table 2.4). However, in terms of percentage of total outlay there is a declining trend as to the outlay on general education. It has declined to 2.89 percent in the Ninth Plan from 7.16 percent in the Fourth and 4.21 percent in Fifth Plan. Hence, it is obvious that the education sector did not get the importance it deserved in successive five years until the Ninth Plan. The

⁵ (P) stands for provisional estimates, (Q) stands for quick estimates, (A) stands for advance estimates and (R) stands for revised estimates.

⁶ (BE) stands for budget estimates.

percentage outlay has increased significantly in the Tenth Plan; it is more than 6 percent. Further, it is heartening to see that in the Twelfth Plan the percentage on general education has risen to 10.88. However technical education, except during Eighth and Ninth Five Year Plans, received paltry allocations.

Technical education has been neglected. General education also didn't receive due importance though the trend is changing in recent times if we look at outlays and planned allocations.

Table 2.4: Punjab: Outlay and Expenditure in Different Five-Year Plans on General and Technical Education (₹ in Lakh)

Plans	Approved outlay on General Education (all stages) (percentage of total outlay)	Technical Education (Percentage of total outlay)	Expenditure on Education
Fourth Five Year Plan (1969-74)	2100.00 (7.16%)	85-00 (0.28%)	2307.69
Fifth Five Year Plan (1974-78)	4327.00 (4.21%)	125-25 (0.12%)	3056.43
Sixth Five Year Plan (1980-85)	5300.00 (2.71%)	300-00 (0.15%)	5470.58
Seventh Five Year Plan (1985-90)	7637.00 (2.32%)	2504-00 (0.76%)	6371.27
Eighth Five Year Plan (1992-97)	21683.00 (2.62%)	19600-00 (2.98%)	23714.82
Ninth Five Year Plan (1997-2002)	41310.49 (2.89%)	26202-50 (1.83%)	81532.22
Tenth Five Year Plan (2002-2007)	141089.77 (6.07%)	6688.00 (0.36%)	54097.14
Eleventh Five Year Plan (2007-2012)	187291.19	12025.00	--
Twelfth Five Year Plan (2012-2017)	1001746.27 (10.88%)	26285.00 (0.29)	--

Source: Statistical Abstract of Punjab (1970-2013), different Plans and also recorded from department of higher and technical education.

Table 2.5 contains data on expenditure on general education and technical education in the state in absolute terms as well as in terms of percentage of total outlay.

Table 2.5
Punjab: Expenditure on General Education and Technical Education
2008-09 to 2013-14 (in Lakh)

Year	General Education	%age of Total Outlay	Technical Education	%age of Total Outlay
2008-09	53565.02	7.73	851.76	0.12
2009-10	37559.02	7.55	2659.54	0.54
2010-11	62761.11	7.54	2977.44	0.36
2011-12	64282.87	8.62	3086.37	0.41
2012-13 Revised outlay	165376.89	12.44	4315.00	0.32
2013-14 Approved outlay	140703.30	8.73	5823.00	0.36

2.5 Educational Programmes

The expenditure on education under various schemes and programmes has been gradually increasing over years since 2002 (Table 2.6; Fig. 2.1). The effect reflects on the RtE compliance rates of Punjab, discussed further in this report.

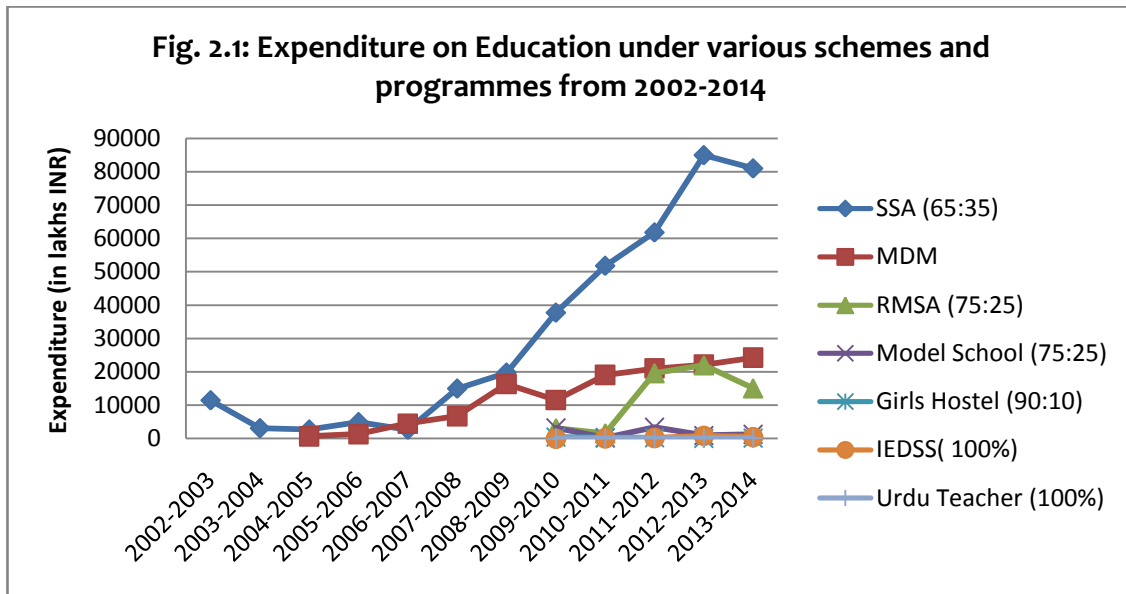


Table 2.6
Expenditure on Education under various schemes and programmes from
2002-2014

Name of the scheme/ programme	2002- 2003	2003- 2004	2004- 2005	2005- 2006	2006- 2007	2007- 2008	2008- 2009	2009- 2010	2010- 2011	2011- 2012	2012- 2013	2013- 2014
SSA (65:35)	11458	3083	2678	4895	2627	14962	19758	37745	51796	61814	84997	81017
MDM			666	1310	4489	6711	16345	11574	19089	21021	22138	24258
RMSA (75:25)								3119.98	1593.4	19630.51	22012.27	15087.45
Model School (75:25)								3165	185.4	3372.95	915.56	1249.91
Girls Hostel (90:10)								441	320	200	39.51	158.12
IEDSS (100%)								0	143.33	204.08	821.78	464.82
Urdu Teacher (100%)								0	0	59.63	89.33	138

Several schemes and programmes which have been highlighted by the state in its reports are the Mid Day Meal Scheme, Parho Punjab and PERVESH Project.

Mid-Day Meal Scheme is being implemented effectively w.e.f. 1/4/2006. Under this scheme, 19466 Government Primary Schools are being covered and about 12 Lakh students are provided cooked Mid- Day-Meal for 240 days in a year.

Parho Punjab (translated as Read Punjab), a flagship programme for quality improvement in primary education was run by SSA Punjab from 2008-2012 to eradicate the difference between actual learning level of the students and grade/curriculum specific goals. The Primary Vidya Sudhar (PERVESH) Project was also initiated as a follow up of Parho Punjab for the quality enhancement of primary education through developing language skills and arithmetic with a focus on the process of teaching learning. RtE guidelines and Continuous and Comprehensive Evaluation (CCE) are envisaged to form the basis of the design of classroom activities by the teacher. The AWP&B 2013-14 sanctioned INR 500.00 Lakh for the PERVESH project for supplementary reading material etc. There is trend of healthy increase in SSA allocation from 2007 onwards.

2.6 School Facilities

The following Table 2.7 shows the extent of RtE compliance with basic facilities in Government schools of Punjab. To comply with the norms prescribed under sections 19 and 25 of the RtE Act 2009, Punjab still requires 3356 additional class rooms. Drinking water facility and toilets for boys are available in all schools but as many as 329 separate girl's toilets are needed in schools of Punjab. Evidently, the position of Punjab is reasonably better with regards to basic facilities in schools as against the national averages.

Table 2.7: RtE compliance of school facilities in Punjab (in percent)

	Girls toilet	Boys toilet	Drinking Water	Ramp	Boundary wall	Play Ground	Library	Electricity	PTR	SCR
PUNJAB	95.0	99.7	99.8	84.1	98.3	99.2	98.17	100.1	76.9	78.1
INDIA	83.3	94.7	95.1	65.6	57.5	52.4	77.74	49.3	62.7	74.2

Source: DISE 2013-14; MHRD 2014.

This is perhaps a reflection of steadily increased allocations for the sector especially through SSA. However, in terms of PTR and SCR there are gaps. Though in terms of electricity provision schools in Punjab have 100% coverage, our discussions with teachers and officials reveal that in practice many schools do not have electricity supply due to non-availability of budget to pay electricity bills.

In Punjab, the percentage of female teachers in school (primary, middle & secondary level) is higher than male teachers. In 2011, the percentage of female teachers to total teachers in schools was 70.78% (primary school), 70.29 (middle school) and 55.82% (Secondary and Higher secondary schools). While sex ratio and literacy rates are biased against women the much higher percentage of women teachers demonstrates better educational achievements among women or systemic/livelihood related issues propelling women to join this profession while keeping men away from the same. The SCs constitute 31.9% of the total population in Punjab which is the highest in the country. The percentage of SC teachers increased from 16.4 in 2010-11 to 19.1% in 2011-12.

According to the 2013 Census of Punjab report on Government and Semi –government employees, 64.93% of group A employees working in the pay scale from INR 10300-34800+5000 to 37400-67000+10,000 are employed by the education department (table 2.8). Highest percentage of Group A (42.96%), & B (38.7%) female employees were employed with Education Department (GOP2013). The education department has played a role in gender empowerment having employed the highest percentage of women (group A and B) among all departments. Overall also the education department comes out as a significant employer of qualified (group A) personnel.

Table 2.8: Categories of employees according to pay scale (in INR) and percentage distribution in education

Group	From	To	% distribution in education
A	10300-34800+5000	37400-67000+10000	64.93% of group A employed by education department
B	10300-34800+3800	10300-34800+4999	48.15% of Group B employed by education department
C	5910-20200+1900	10300-34800+3600	21.31% of Group C employed by education department
D	4900-10680+1300	4900-10680+1650	14.10% of Group D employed by education department

Source: GOP 2013

So while we find gender empowerment through jobs in the education department, the education department as a significant employer of skilled personnel and increased SSA allocations from 2007 onwards, the overall literacy rate of the state lags far behind what can be expected. This is a trickle down failure and could imply leakages, improper implementation or a top heavy model which need further inputs from the grassroots.

Chapter 3

PROFILE OF TEACHERS IN PUNJAB

Teachers in Punjab is a varied group not so much only because of their socio-economic background but specifically because of the routes of recruitment, education schemes, educational qualifications, category of schools and the department that manages that particular category of school. Currently there are two broad categories of teachers – Regular teachers and contract teachers. Their terms of employment and service benefits are varied.

3.1 Categories of teachers by School management

There are 13, 228 government primary schools and 6266 government upper primary schools in Punjab. Out of the total 8802 secondary schools 3385 are government secondary schools (Table 3.2). The schools can be categorized into following seven types based on management structure: i) Adarsh Schools: Government Schools run by Punjab Education Development Board (PEDB); ii) Adarsh Schools: Punjab government schools managed in Public Private Partnership mode with corporate groups(PPP); iii) Department of Education schools: Punjab Government schools; iv) Local Body Schools (Primary only); v) Model Schools (RMSA - Secondary only); vi) Panchayati Raj Schools (Primary only): Managed by ADC (Development); vii) Social Welfare Department Schools.

Table 3.1: Different Categories of Schools in Punjab

Sl. No.	Type of Schools	No of Schools	Remarks
1	Adarsh Schools	6	run by Punjab Education Development Board (PEDB)
2	Adarsh/Model Schools	25	Punjab government schools managed in Public Private Partnership mode with corporate groups (PPP)
3	Adarsh/Model Schools	11	Managed by Punjab School Education Board (PSEB)
4	Government Aided Schools	462	
5	Central Schools	106	
6	Department of Education schools: Punjab Government schools	13877	
7	Local Body Schools	228	
8	Madrasa (Recognized)		
9	Madrasa (Unrecognized)		
10	PRI Schools	5752	These schools now merged with those of Education Department vide Punjab Govt.'s Notification no 2/305/2014/ETT.5/9460 dated 19 Sept. 2014
11	Private Recognized	7741	
12	RMSA Model Schools	21	Affiliated with CBSE
13	Social Welfare Schools	2	
14	Private Unrecognized	1428	
15	Meritorious Schools	6	Established under Society for Promotion of Quality Education for Poor and Meritorious Students of Punjab
16	Schools affiliated with CBSE	596	

Source: SCERT Punjab, 2014

This study focuses on the department of education school teachers, teachers appointed under SSA and RMSA project scheme, Inclusive education scheme and teachers in PRI schools.

Table 3.2: Data on schools in Punjab

Schools	Total	Government	Government Aided
Primary	22,637	13,228	328
Upper Primary	14,389	6266	406
Secondary	8802	3385	364

Source: SCERT Punjab, 2014

3.1.1 Pupil Teacher Ratio

The Right to Education (RtE) act mandates a pupil teacher ratio (PTR) of 30:1. RtE Act provides for rational deployment of teachers by ensuring that the specified pupil teacher ratio is maintained for each school, rather than just as an average for the State or District or Block, thus ensuring that there is no urban-rural imbalance in teacher postings. Punjab is one of the states which reflect a healthy average PTR of 27: 1 at primary, 21:1 at upper primary and 23:1 at secondary school level (Table 3.3).

However, this does not reflect the reality on ground. The problem of teacher rationalization, lack of teachers in border, bet and kandi areas, concentration of teachers in urban centres was mentioned as some of the challenges of Punjab school education management in various KIIs.

Table 3.3: Average pupil-teacher ratio in Punjab schools

Schools	Primary	Upper Primary	Secondary
PTR	27	21	23

Source: AWP&B 2014-15, SCERT, Punjab

3.2 Categories of teachers appointed under government schemes and programmes:

3.2.1 Panchayati Raj/Zila Parishad school teachers:

A three tier Panchayati Raj system with elected bodies at village , block and district level came in to effect in 1994 replacing Punjab Gram Panchayat Act, 1952 (Punjab Act 4 of 1953) and the Punjab Panchayat Samitis and Zila Parishad Act, 1961 (Punjab

Act 3 of 1961) with Panchayati Raj Act 1994. This act mandated Gram panchayats and Zila parishads to undertake planning of education within district within framework of national policy and national and state plans. The primary schools run by Panchayati raj/Zila parishad are known as PRI/ZP schools. The primary school teachers in PRI/ZP schools are known as ETT teachers and belong to the district cadre i.e., their appointment is valid only for the schools within the district. A 2013 recent judgment the High Court of Punjab and Haryana has declared district wise recruitment of ETT teachers, ‘legally bad and not supported by the provisions of the Punjab Panchayati Raj Primary Teachers (Recruitment & Conditions of Service) Rules, 2006 and Appendix-A thereto which indicates existence of a State-cadre” (CWP No.11071 of 2 vs State of Punjab and Others on 3 April, 2013).

In 2006, the Government of Punjab transferred the management of 3449 Government Primary Schools and 232 Government Secondary Schools from under the control of the Punjab Education Department and handed them over to the Department of Rural Development and Panchayats and the Department of Local Bodies for all intents and purposes (by notification dated 3.3.2006). The rules of service governing employment under the new department were notified by the State Government on 25.5.2006. These service rules were framed in exercise of powers conferred by Section 227 read with Sub-Section (2) of Section 196 of the Punjab Panchayati Raj Act, 1994 known as the Punjab Panchayati Raj Primary Teachers (Recruitment & Conditions of Service) Rules, 2006. These rules were amended vide impugned notification dated 18.4.2011 called the Punjab Panchayati Raj Primary Teachers (Recruitment & Conditions of Service) First Amendment Rules, 2011.

At the time of data collection in August 2014, the Punjab Panchayati Raj Primary Teacher Rules 2006 and amended rules of 2011 under the Panchayati Raj Act 1994 applied to the PRI/ZP teachers. PRI/ZP schools teachers in Punjab are district cadre and were managed by ADC (Development) at the district level and Block Development Officer (BDO) at the block level till recently. PRI teachers reported that they have been refusing to participate in trainings conducted by the Punjab Education Department because there was no clear line of academic administration and lack of promotion avenues for PRI/ZP teachers. A separate directorate parallel and similar to Directorate

of Education was set up in 2010-11. As many as 13034 teachers were working in 5752 Primary schools set up under PRI/ZP in Punjab till August 2014.

The situation has changed since August 2014. All the PRI/ZP schools and PRI/ZP teachers were shifted to the Education Department in a meeting of the Department held on 2 Sept 2014 and the decision was notified in the gazette of the government. This is also an outcome of longstanding demands and series of agitations by the PRI/ZP teachers. The Directorate established under the Rural Development and Panchayat Department has been abolished and all sanctioned posts of teachers along with schools have also been shifted to the Education Department (Punjab Government Gazette (Extra) notification dated the 19th September 2014).

3.2.2 EGS/AIE teachers/volunteers:

Central Government sponsored alternative schooling scheme was launched in 2001-02 with 75: 25: Central Government: State Government share whereby Education Guarantee Scheme (EGS) Centres were established in Punjab. These centres were especially envisaged to provide access to education for children in the age group of 6-14 years in Mand/Border/Kandi and Bet areas.⁷

Around 4250 EGS teachers were hired for the EGS centres. The scheme was scrapped in 2009 and some EGS centres were upgraded into primary schools. However, with the RtE Act 2009 coming into force and in view of NCTE norms regarding teacher qualification most of the EGS teachers who did not have requisite qualifications were under threat of going jobless. The government of Punjab allowed the EGS teachers to be appointed as EGS volunteers provided they attain ETT qualification as per NCTE norms. Around 2026 Education Volunteer posts were advertised vide government notification dated April 19, 2012 to accommodate EGS teachers who had taken admission in ETT course in 2009-11 at a consolidated monthly salary of 3500 INR. However, the government order was challenged by candidates with ETT qualification attained prior to 2009. The appointment of EGS teachers as education volunteers was stayed by Punjab and Haryana High Court in 2012. Currently the EGS volunteers are

⁷ Mand Area: Forest area along Beas and Satluj is called Mand area; Border Area: The belt falling within 14 Km from the line of control. Border area in Punjab exists in Amritsar, Tarntaran, Gurdaspur and Firozpur.; Kandi Area: Area lying below the mountains is called Kandi area, it runs across the eastern portion of Hoshairpur, Balachaur, etc.; Bet Area: The portion of Doaba that lies in the area between the river track flowing between the Beas and Black Bein is referred to as Bet.

considered a non-teaching cadre in Punjab (see Box 3.1). The EGS volunteers who have cleared ETT or B.Ed are paid 5000 INR per month.

**Box 3.1 : A stopgap arrangement: EGS teachers as EGS volunteers
(non-teaching cadre)**

The EGS scheme was revived in Feb 2014 for two years vide memo no. 1/5/14-2 Edu7/161330/1-5 dated 12-2-2014. Some relevant details are as follows:

- The persons who have worked previously as EGS/AIE/STR⁸ Volunteers are recommended to work as volunteers again for another 2 years.
- Volunteers will be appointed to their previous centres only if out of school children are still there. If an EGS centre is converted into a school and there are out of school children in that area then the volunteers will be appointed in that centre, but they can use the school building only after the school hours. The locations where EGS/AIE/STR centres are not present/situated, the volunteers can use the available school buildings before or after the school hour to mainstream out of school children.
- The attendance of the volunteers will be under the supervision of the concerned BPEO. Now the pay of these volunteers will be given by Punjab Government through concerned BPEO. Volunteers will do the survey where required for out of school children as well as drop out students in and around the village.
- According to the need, Education Department/ DEO (EE)/BPEO can handover another work also to the volunteers apart from bringing the out of children to the main stream. And if the volunteers do not obey their appointed duties properly then a strict action will be taken against them.
- The leaves will be according to the leaves given to the employees working on the contractual basis in SSA.

3.2.3 SSA teachers

Teachers appointed under the Sarva Shiksha Abhiyan project for elementary schools are appointed on contractual basis against sanctioned posts. If we compare the sanctioned posts and vacancies under the state education department and SSA at the primary and upper primary level, there are no vacant posts sanctioned under SSA while 13.3% posts at primary school level and 28.26% posts at upper primary school level are vacant (see Table 3.4 and 3.5). SSA posts for teachers at primary schools are 8.4% of the posts sanctioned for teachers in the Punjab state education department primary schools. At the upper primary school level, the SSA teacher posts are 10.5% of the sanctioned posts in the state upper primary schools.

⁸ STR stands for Special Training.

Table: 3.4 : Status of Teachers in Primary Schools as on 31st March 2014

State/UT	Sanctioned Post			Working			Vacancies		
	By State	Under SSA	Total	By State	Under SSA	Total	By State	Under SSA	Total
Punjab	44806	3798	48604	38836	3798	42634	5970	0	5970

Source : PAB Minutes 2014-15

Table: 3.5: Status of Teachers in Upper Primary Schools as on 31st March 2014

State/UT	Sanctioned Post			Working			Vacancies		
	By State	Under SSA	Total	By State	Under SSA	Total	By State	Under SSA	Total
Punjab	36617	3863	43480	26233	3863	42634	10384	0	10348

Source: PAB Minutes 2014-15

3.2.3.1 Inclusive Education Resource Teachers

The SSA programme also makes provision for education of children with special needs (CWSN). This includes provisioning for children with disabilities. Punjab is one of the five States/UTs i.e., Chandigarh, Manipur, Nagaland, Punjab and Telangana which have identified more than 2% CWSN and have made provision for education of CWSN through recruiting Inclusive Education Resource Teachers (IERTs) with qualification in Special Education. IERTs are appointed under SSA, as teaching cadre and on contract. None of the IERTs appointed in Punjab state have been regularized.

The basic qualification for IERTs is 10+2 with Two Years Diploma or Graduation with B.Ed. in Special Education. According to the guidelines of the Rehabilitation Council of India, the special educators need to register with RCI. The validity of registration is five years. In order to renew the RCI registration, it is mandatory for the special educators to continuously upgrade their qualifications and skills through earning 100 credit points over a period of 5 years (RCI 2010). Currently, there is no provision at the state/SSA level which ensures that IERTs in Punjab can retain their RCI registration through mandatory in-service training.

Table 3.6: Identification, Enrollment and Coverage of CWSN in SSA

Name of the State	Total CWSN Identified	%	CWSN Enrolled in Schools	% Enrolled in schools	CWSN Enrolled in School Readiness Programmes	CWSN provided Home Based Education	Total Coverage of CWSN	% CWSN covered against identified CWSN
Punjab	112485	2.51	104675	93.06	93	7717	112485	100.00

Source: MIS wing, SSA, Punjab, September 2014

A glance at the table 3.6 and 3.7 reveals that Punjab state claims to have achieved 100% coverage of the identified CWSN and there are 424 IERTs working with CWSN across Punjab. The IERTs have qualification in special education in one of the four areas, of which 3 major areas are Mental Retardation, Visual Impairment and Hearing Impairment. Our FGDs with the IERTs reveal that each IERT in fact has to work with a mixed group of children with special needs. This means that an IERT with specialization in Visual Impairment often has children in his/her group who would benefit from an IERT with specialization in Mental Retardation or Hearing Impairment.

Table 3.7: Status of IERT and their specialization: Category wise IERTS

Specialisation of IERT	Mental Retardation	Visual Impairment	Hearing Impairment	Foundation course/caregivers, B.A.M.S.	Total
No. of IERTs	250	91	66	17	424

Source: MIS wing, SSA, Punjab, September 2014

3.2.3.1.1 Inclusive Education Volunteers

Inclusive Education Volunteers (IEVs) is a non-teaching cadre workforce which assists IERTs' work with the children with special needs. There are 1358 IEVs working with CWSN. The entry level qualification for IEVs is only class 10. There is no mandatory requirement for IEVs to have any qualification in special education. The IEVs are provided training support on assessment of education needs and learning of CWSN by the IERTs during summer vacation (FGD5).

3.2.4 RMSA Teachers

Teachers appointed under the Rashtirya Madhyamik Shiksha Abhiyan Society (RMSA). These teachers are appointed for classes VIII to X (Master Cadre) and for XI- XII (Lecturer cadre).

**Table 3.8
Teachers approved and Recruited under RMSA in Newly Upgraded Schools**

States/UTs	No. of Schools Approved	Teachers Approved	Recruited	Vacant Posts
Punjab	276	1954	817	1137

3.2.5 PICTES Teachers

The Punjab government has established the Punjab ICT in Education Society (PICTES). The teachers appointed under PICTES to impart computer education from class VI to XII are appointed on contract basis.

3.3 Categories of teachers as per level of teaching and qualification

Teachers appointed to teach at the primary and upper primary levels, based on their qualification are known as Junior basic teacher training (JBT)/Elementary teacher training (ETT) teachers. Another category of teachers is the classical & vernacular language (C&V) teachers who teach at upper primary level. The third category is the master cadre- the teachers who teach at the upper primary and secondary level. The school system in Punjab is 3 tiered (with primary and upper primary combined) / 4 tiered (with primary and upper primary separate) with the following arrangement (table 3.9).

Table 3.9: Categories of teachers as per level of school, classes and qualification

Teacher type	Qualification	School	Classes
JBT/ETT	10+2 with JBT/ETT	Primary school	I to V
JBT/ETT	10+2 with JBT/ETT ; Graduation + BEd (also considered for appointment as ETT when there is dearth of ETT trained applicants)	Upper primary school	VI to VIII
C&V (Punjabi, Hindi, Urdu, Sanskrit, Physical Training (PT), Drawing, Tailoring and Music teachers) (Sanskrit Teachers are called Shastri)	Matric/10+2 with Prabhaker, Gyani, OT/JBT/Diploma. Later on the qualification revised to be BA, B.Ed. Elective subject in BA	Elementary/Secondary	VI to VIII
Master cadre	Graduation + BEd	Secondary school	Up to X
Vocational Teachers	Matric/+2 with Certificate/diploma in specific vocational trade	Secondary school	VI to X
Vocational Masters	Matric/+2 with 3-year diploma	Senior secondary school	IX to XII
Lecturer	Post-Graduation + BEd	Senior secondary school	XI and XII

The posts of Head Teacher, Centre Head teacher, Block Primary Education Officer (BPEO) schools are teaching cadre posts. Earlier teachers teaching at primary level were termed JBT teachers or Assistant Teachers, now they are known as ETT teachers, teachers teaching grades from VI to Xth (now known as Master and Mistress) were

known as Trained Graduate Teachers (TGTs) and Teachers teaching grades XI and XII were known as Post Graduate Teachers (PGTs) (also known as lecturers). This terminology also surfaces sometimes in recent recruitment notifications of the government.

Post RtE, new policies reflect the RtE recommendations of teacher qualification and eligibility criteria and norms. This in some cases has resulted in increase in entry level qualification to the teaching profession. An example is the case of fine arts and physical education teachers where candidates with diploma in fine arts or physical education could be appointed. PEP 2011 recommends that a new cadre of fine arts master and physical education (PE) master should be created instead of drawing and PTI teachers respectively. They should have concerned subject at graduate level and same teaching subject at B.Ed. level (PEP 2011, section 2, Pg 9 pt 9).

3.4 Category on the basis of terms of employment

There are two broad categories/cadre of teachers based on whether the terms of employment are permanent/regular or contractual. The teachers appointed under various schemes like Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), Inclusive Education (IE), are employed on annual contracts. The contracts are renewable every year. The teachers employed under the education department are appointed on regular terms of service. While SSA/RMSA, IE teachers are appointed invariably on contractual basis the teachers appointed under the education department may be on contract basis with the condition that they would be regularized after a stipulated duration.

Category wise vacant posts are shown in the following table.

Table 3.10 : Category wise teaching posts vacancy status

Types of teacher	Sanctioned Posts	Filled Posts	Vacant Posts
JBT	26268	21682	4586
Head Teacher	5210	3279	1931
Center Head Teacher	1156	643	513
BPEO	228	79	149
C &V	10057	7589	2468
Master Cadre	47886	36149	11737
Vocational Teachers	3241	1306	1935
Head Master	1632	1018	614
RMSA Teachers	1618	818	800
SSA Primary Teachers	3798	3798	0
SSA Upper Primary Teachers	6863	6863	0
Total	107957	83224	24733

Source: SSA Punjab, DPI (EE) Punjab and DPI (SE) Punjab, SCERT 2014

Table 3.11
Entitlement, Availability and Requirement of Teachers for Primary
Schools/Sections in
Punjab as per RTE (For Govt. Schools only)

Districts	Regular sanctioned posts	Working	Vacancy	Contract teacher (ssa)	Total working teachers	Entitlement as per rte norms	Short fall as per entitlement
AMRITSAR	3732	3162	570	224	3386	2892	+494
BARNALA	879	686	193	89	775	939	-164
BATHINDA	1762	1430	332	365	1795	2090	-295
FARIDKOT	1031	950	81	168	1118	1144	-26
FATEHGARH SAHIB	1249	1083	166	116	1199	1215	-16
FAZILKA	1521	1435	86	390	1825	2014	-189
FEROZEPUR	1736	1355	381	311	1666	2025	-359
GURDASPUR	3257	3257	0	99	3356	3071	+285
HOSHIARPUR	3331	3204	127	150	3354	3362	-8
JALANDHAR	3821	2851	970	144	2995	3105	-110
KAPURTHALA	1430	1430	0	150	1580	1592	-12
LUDHIANA	4143	3607	536	172	3779	4079	-300
MANSA	1150	1004	146	220	1224	1424	-200
MOGA	1970	1311	659	218	1529	1763	-234
MOHALI	1451	1376	75	12	1388	1431	-43
SRI MUKTSAR SAHIB	1351	1095	256	270	1365	1621	-256
NAWANSHAR	1412	990	422	114	1104	1208	-104
PATHANKOT	1158	1160	-2	57	1217	1018	+199
PATIALA	2903	2563	340	143	2706	3128	-422
RUPNAGAR	1396	1165	231	122	1287	1427	-140
SANGRUR	2257	2130	127	183	2313	2560	-247
TARANTARAN	2163	1615	548	81	1696	2181	-485
TOTAL	45103	38859	6244	3798	42657	45289	-2632

The overall PTR at various levels of schooling in Punjab seems to be satisfactory (Table 3.3). However, district level analysis vis-à-vis the norms and standards for schools as prescribed in sections 19 and 25 of RtE reveals that the number of teachers as well as Head Teachers are short of the requirements in 19 districts of Punjab in case of Govt. Primary Schools and only three districts have more teachers vis-à-vis the entitlement of teachers as per RtE norms.

Table 3.12: Subject Specific Entitlement, Availability of Teachers for Upper Primary schools/Sections in Punjab as per RTE (For Govt. School only)

DISTRICTS	Regular Sanctioned Posts			Working			Vacancy			Contract teachers (SSA)			Total Working Teachers			Entitlement as per RTE			Shortfall as per entitlement		
	Sc./ Math	S.St	Lang.	Sc./ Math	S.St	Lang.	Sc./ Math	S.St	Lang.	Sc./ Math	S.St	Lang.	Sc./ Math	S.St	Lang.	Sc./ Math	S.St	Lang.	Sc./ Math	S.St	Lang.
AMRITSAR	593	528	605	593	528	582	0	0	23	141	395	77	734	923	659	730	730	730	+4	+193	-71
BARNALA	213	132	265	67	109	135	146	23	130	29	110	7	96	219	142	245	245	245	-149	-26	-103
BATHINDA	395	444	533	395	324	445	0	120	88	66	83	18	461	407	462	523	523	523	-62	-116	-60
FARIDKOT	248	257	224	224	247	217	24	10	7	1	0	25	225	247	242	266	266	266	-41	-19	-24
FATEHGARH SAHIB	244	268	267	150	151	153	94	117	114	116	92	93	266	243	246	244	244	244	+22	-1	+2
FAZILKA	405	417	351	221	232	320	184	185	31	90	156	250	311	388	570	483	2308	1741	-172	-1920	-1171
FEROZEPUR	328	296	122	167	135	122	161	161	0	146	166	255	312	301	377	820	820	820	-507	-519	-443
GURDASPUR	528	520	509	570	414	339	-42	106	170	94	120	273	664	534	612	542	542	542	+122	-8	+70
HOSHIARPUR	743	734	598	712	563	508	31	171	90	78	78	186	790	641	694	695	695	695	+95	-54	-1
JALANDHAR	710	691	569	595	418	377	115	273	192	52	72	204	647	490	581	1102	1102	1102	-455	-612	-521
KAPURTHALA	312	201	378	216	41	306	96	160	72	63	174	44	279	215	350	341	341	341	-62	-126	+9
LUDHIANA	903	847	783	795	769	734	108	78	49	23	06	78	818	775	812	883	883	883	-65	-108	-71
MANSA	207	291	323	18	106	269	189	185	54	150	61	14	168	167	283	293	293	293	-125	-126	-10
MOGA	244	136	281	116	43	147	128	93	134	126	214	220	336	257	367	367	367	367	-31	-110	0
MOHALI	389	322	216	325	270	216	64	52	0	56	56	106	381	326	322	330	330	330	+51	-4	-8
SRI MUKTSAR SAHIB	262	295	352	202	223	341	60	72	11	65	41	110	267	264	451	385	385	385	-118	-121	+66
NAWANSHAR	253	250	246	149	202	237	104	48	09	62	65	69	211	267	306	245	245	245	-34	+22	+61
PATHANKOT	169	152	53	167	159	99	02	-7	-46	30	39	88	197	198	187	259	259	259	-62	-61	-72
PATIALA	584	605	562	438	478	421	146	127	141	133	112	155	571	590	576	598	598	598	-27	-8	-22
RUPNAGAR	245	250	258	139	172	196	106	78	62	107	107	107	246	279	303	332	332	332	-86	-53	-29
SANGRUR	591	727	432	517	568	375	74	159	57	58	08	217	575	576	592	632	632	632	-57	-56	-40
TARANTARAN	321	368	343	53	01	87	268	367	256	165	118	143	196	119	230	455	455	455	-259	-336	-225
TOTAL	8887	8731	8270	6829	6153	6626	2058	2578	1644	1851	2273	2739	8827	8363	9332	10770	12595	12028	-2018	-4169	-2663

In case of Govt.'s Upper Primary Schools only five districts have more than required teachers if we put Sc/Math, S.St and language teachers together (see Table 3.11 and Table 3.12). We could not find any specific reason for more teachers in some districts and less teachers in others. However, the inter-district variations may be ascribed to the practice of computing shortfall of teachers on the basis of enrolment of students which varies from year to year.

Analysis of the data depicted in tables 3.11 and 3.12 reveals that as per the RtE entitlement there is a shortfall of 2632 teachers at the primary level and 8858 teachers at the upper primary level. These posts include BPEO, CHT posts which are teaching cadre posts and have been lying vacant. An implication of these posts lying vacant is that school teachers are deputed to take up the responsibilities as BPEOs and CHTs leading to shortfall of teachers from active teaching requirement at school level. Amritsar, Gurdaspur and Pathankot are the three districts where there are 494, 285, and 199 posts more than required respectively at the primary level.

One plausible reason which we can only guess at the moment is that if patterns of enrolment vary, the rationalization makes so many teachers surplus. Since the primary school teacher cadre is a district cadre and the recruitment of teachers is against the sanctioned vacant posts, it seems implausible to say that there is an over recruitment. The reason of surplus teachers in some district is due to recalculation of teacher requirement vis-à-vis the entitlement as per RtE norms. We do not have enough data at the moment to infer about the reason for surplus teachers in these districts.

The information contained in the above tables is based on sanctioned posts and is of static nature. District level variation in either undersupply or oversupply of teachers calls for rationalisation of the teachers in the State.

Chapter 4

TEACHER POLICY IN PUNJAB

This chapter looks at how the current policies and practices related to teachers have evolved in Punjab over a decade. The right to education act, centralised government programmes like Sarva Shiksha Abhiyan, RMSA have made an immense impact on the system and teachers. Policies and practices related to recruitment, transfer and deployment , salary and service conditions, duties, day to day management, career progression and performance evaluation and grievance redress are discussed in this chapter.

4.1 Recruitment

Recruitment as JBT/ETT teacher is 100% by direct appointment. Only 25% of CHT and HT posts are filled by direct recruitment.

4.1.1 Decision for new recruitment

Sections 19 and 25 of RtE Act prescribe the norms and standard for schools (see Table 4.1). The requirement of teachers is assessed on the basis of enrolments and prescribed number of teachers for primary and upper primary levels.

Table 4.1: RtE Norms and Standards for a School
The Schedule (See sections 19 and 25)

Sr. No.	Item	Name and Standards	
1.	Number of Teachers:-		
(a)	For first class to fifth class	Admitted children	Number of teachers
		Up to sixty	Two
		Between sixty-one to ninety	Three
		Between Ninety-one to one hundred and twenty	Four
		Between One hundred and twenty one to two hundred	Five
		Above One hundred and fifty children	Five plus on Head-teacher
		Above Two hundred children	Pupil-Teacher Ratio (excluding Head-teacher) shall not exceed forty.
(b)	For sixth class to eighth class	(1) At least one teacher per class so that there shall be at least one teacher each for:- (i) Science and Mathematics (ii) Social Studies; (iii) Languages.	
		(2) At least one teacher for every thirty-five children.	
		(3) Where admission of children is above one hundred. (iv) A full time head-teacher, (v) Part time instructors for. (A) Art Education (B) Health and Physical Education. (C) Work Education	
2	Building	All weather building consisting of (i) At least one class-room for every teacher and an office-cum-store-cum Head teacher's room. (ii) Barrier-free access. (iii) Separate toilets for boys and girls. (iv) Safe and adequate drinking water facility to all children. (v) A kitchen where mid-day meal is cooked in the school. (vi) Playground. (vii) Arrangements for securing the school building by boundary wall or fencing.	
3	minimum number of working days/instructional hours in an academic year	(i) Two hundred working days for first class to fifth class (ii) Two hundred and twenty working days for sixth class to eighth class. (iii) Eight hundred instructional hours per academic year for first class to fifth class. (iv) One thousand instructional hours per academic year for sixth class to eighth class.	
4	Minimum number of working hours per week for the teacher	Forty-five teaching including preparation hours.	
5	Teaching learning equipment	Shall be provided to each class as required.	
6	Library	There shall be a library in each school providing newspaper, magazine and books on all subject including story books.	
7	Play material, games and sports equipments	Shall be provided to each class as required.	

According to PEP 2011, the recruitment for the post should be undertaken one year prior to the time when the teacher working against the post is due to retire (Pt.3, pg6). The following table provides glimpse into approximate vacancies created every year due to superannuation of teachers.

Table 4.2: Annual average retiral vacancy

Primary	Approx. 4400
Upper Primary	3500
Secondary (IX-X and XI-XII)	3500
Total	10400

Source: JRM TE 2013-14

The policy further directs that two teachers should be appointed for upto 50 children, three teachers for 51-85 children enrolled, four teachers for 86-120 children. There is provision for appointment of five teachers and one head teacher for enrolment of 121-200. If student strength is more than 200 then TPR should be 1:35. If the strength of the school drops below 50 then the school should be merged with the higher strength primary school in the same village (pg.5 pt. 1-2). Comparing PEP2011 with RtE norms it seems that the Punjab policy makes way for hiring more number of teachers which actually reflects in low PTRs at various levels in Punjab government schools.

In practice decision for new recruitment depends on budgetary provisions available with the state government in a given financial year and also political decisions in response to pressure groups of prospective applicants.

4.1.2 Appointing Authority

The following table depicts the appointing authority for each category of teacher (4.3). The appointing authority for Director/Director Admn./Dy. Director/Assistant Director/CEO/DEO/Principal/Sr. Lecturer/Lecturer/ Headmaster is the Education Secretary of the State of Punjab.

Table 4.3 : Appointment Authority in Punjab Education Department

Sr. No.	Categories	Appointment Authority
1	Director/Director Admn./Dy. Director/ Assistant Director/ CEO/DEO/Principal/Sr. Lecturer/Lecturer Headmaster	Education Secretary
2	Master (All Subjects)/Vocational Master/D.P.E.	DPI (SE) Punjab
3	C & V Cadre	DEO (SE)
4	B.P.E.O./C.H.T/H.T.	DPI (EE), Punjab
5	ETT Teacher (Primary Teacher)	DEO (EE)
6	Class IV, SLA, Librarian etc.	Director Administration Punjab
7	Computer Teacher	DGSE, Punjab
8	SSA Primary Teacher	
9	SSA Upper Primary Teacher	
10	RMSA Masters (All Subjects)	
11	RMSA Headmaster	
12	RMSA (Adarsh School Lecturer)	
12	Education Guarantee Scheme (EGS)	
13	Education Volunteer	
14	Inclusive Education Resource Teachers (IERT)	
15	Inclusive Education for Disabled (IED)	
16	Special Training (STR)	ADC (Development) (till August 2014) Now, DEO (Elementary Education)
17	Zila Prishad Primary Teacher	

4.1.3 Recruitment Bodies

Teachers for government schools in Punjab were selected through Subordinate Services Selection Board⁹ of Punjab state till 1987. Junior basic teacher training (JBT) course was the essential requirement for appointment as a primary teacher. The candidates with JBT from government institutions could easily find employment in Punjab government schools until 2004. However, there was a phase from 1974-1989 when JBT courses were closed down in Punjab state. This resulted in lack of sufficient supply of trained teachers. In 1987 when the recruitment was opened, the government could not find enough number of candidates with elementary teacher training qualifications (KII-15).

A Centrally Sponsored scheme for Restructuring and Reorganisation of Teacher Education was approved in 1987 as a follow up of the 1986- National Policy of Education (NPE). District Institutes of Educational Training (DIETs) came into existence as the realization of one of the five components of this scheme. In Punjab,

⁹ <http://www.punjabsssb.gov.in>

DIETs were started in 1989 and the JBT course run by colleges and boards were transferred to DIETs. JBT Centres of 10 districts were upgraded as DIETs and 2 new DIETs were established in 1989-1993. Thereafter, five new DIETs were established in 2002. At the moment there are 17 DIETs in 17 districts of Punjab.

After 1987 recruitment was undertaken by recruitment committees constituted for the purpose of new recruitment. Separate committees were formed, one each for Master cadre, lecturer cadre and for C & V category appointments. Also, every recruitment had a new recruitment committee. This process was being followed till recently in 2013 when a Recruitment Board was formalised.

4.1.3.1 Creation of Recruitment Board in Punjab

To assess the performance of the newly founded schools and quality of recruiting teacher staff, Punjab Govt. has created a recruitment board in 2013 vide its order no. 1590 Edu 6 dated 30.7.2013 (table 4.4). The Recruitment Board has the following constitution.

Table 4.4: Composition of the Punjab School Recruitment Board

1	Principal Secretary, School Education Punjab.	Chairman
2.	Vice Chancellor, G.N.D.U, Amritsar.	Member
3.	Vice Chancellor, Punjabi University, Patiala.	Member
4.	Chairman, Punjab School Education Board, S.A.S. Nagar, Punjab	Member
5.	Directorate General of School Education	Member
6.	Director of Public Instructions, (S.E.), Punjab	Convenor

Recently in September 2014, the new recruitment board has undertaken the task of recruitment of 5178 posts (advertised in 2012) of different cadres. The board has also recruited staff for 6-Schools established under the Society for Promotion of Quality Education for Poor and Meritorious Students of Punjab in June/July 2014. The board is also recruiting staff for Adarsh Schools of Punjab School Education Board, S.A.S. Nagar. Furthermore, recruitment of Head Masters, Principals, PGTs and TGTs in Model Schools, Masters/Mistress Cadre in RMSA is under process through this board.

Critiquing the previous arrangement of temporary recruiting committees, the KIIs reported that it often happened that the Chairman of the recruitment body selected and deputed the staff of their personal choice to the recruitment body. If the chairman retired, the new chairman would do away with the staff deputed by the previous

chairperson and get new staff of their own choice. This practice of constant replacement of staff resulted in delays and errors (see box 4.1). Temporary structure and fluid membership of the structures resulted in several errors in terms of declaration of rules /terms for recruitment or interpretation of rules. Also, the responsibility to respond to litigations and inquiries arising due to any error because of misinterpretation of rules, or negligence of rules and procedures, justification of decisions by the previous recruitment team falls upon the new team.

Box 4.1 :Special recruitment drive and fall out: A case of recruitment in 2009

Punjab government announced recruitment of 7654 posts of lecturer, master and vocational master cadre teachers to preferably fill posts in border, bet, kandi and rural areas. Posts were advertised for various subject categories namely: Teaching cadre: Lecturer (Biology, Chemistry, Commerce, Economics, English, Geography, History, Home-science, Maths , Physical Education, Physics, Political science, Punjabi); Master/Mistress (Science, Maths Punjabi Hindi); Vocational Masters (electrical, civil, mechanical, electronics, automobiles, knitting, garment making, weaving, textile chemistry, computer science, horticulture, food preservation, secretarial and commercial practice, banking, basic financial service, cooperation, export-import practices and documentation, general receptionist, insurance, marketing salesmanship, office management, purchasing and store keeping, rural informatics management, rural marketing, taxation practices, transport services, travel and tourism technique; Art and Craft teacher).

Educational Qualification: Educational and professional qualification For lecturer: MA, MSc, M.Com with BT or BEd ; Master cadre: BA/BSc/BEd ; Punjabi should be teaching subject at BEd level as well as an Elective subject at graduation level; Vocational master : 3 years Diploma in relevant trade from state board of technical education , 3 years teaching or work experience in government , private and registered organisation, C&V : Matric plus diploma of 3 years in Art and Craft from Punjab Industrial training department approved institution or an organisation recognised by the university .

Initial contract for 1 year to be renewed for another year till 3.5 years following which candidate can be considered for regularisation of services.

Issues/Challenges: This recruitment was often cited as the one with discrepancies at several levels. Cases of candidates with fake experience certificates, degrees and courses were reported during KIIs. Also treatment of Vocational masters at par with subject specialisation master cadre teacher and both cadres having separate promotion lists became bone of contention amongst both cadres. Several litigations ensued and have remained unresolved to this day.

4.1.4 Recruitment Rules

4.1.4.1 Qualification

All candidates applying for teaching position in Punjab must have cleared matric level examination of Punjabi as a subject.¹⁰ Besides this essential condition, every recruitment notification specifies the qualification for the advertised post and in view of

¹⁰ GoP 2006. Recruitment and conditions of service. No.G.S.R.23/PA.9/94/Ss.196 and 227/2006. Department of Rural Development and Panchayats.

RtE and NCTE norms or any other norm/rule as applicable. The basic qualification for elementary school teacher is Senior Secondary (10+2) with ETT course. Applicants with BEd or other higher qualification but without JBT/ETT can be recruited as elementary teachers. However, following their recruitment they are required to attain a 6-month course certificate in elementary education as per RtE norms before March 2015.¹¹ The candidates, who have not studied Punjabi as a subject at matric level, are also given chance to clear the examination within a prescribed time limit at the time of offer of appointment (Information based on IERTs FGD).

The Punjab state education policy 2011; vision 2025 (hereafter referred to as PEP2011) states that all primary teachers should have same post, qualification and pay scale whether serving under any other organization like Zila Parishad (PEP2011). Though not referred to in the following Punjab government documents, this is an important policy statement whereby the state has envisioned bringing parity to all the teachers teaching at primary level across the state. Though not followed in spirit, the policy has also indicated that the educational qualification of every primary teacher should be at least graduation with ETT diploma (point 1, p6, PEP2011).

Graduation with B.Ed in their subject specialisation is the basic qualification for applicants for secondary school teacher posts.

4.1.4.2 Age

Age limit for direct recruitment as teacher/master/mistress/lecturer is 32 years as on 1st January of the year in which posts are advertised (PEP2002). Age relaxation is allowed as per government of Punjab rules from time to time. However, the relaxation cannot be 10 years more than the prescribed limit (PEP2002).

Review of recruitment notifications reveals that the age limit of 32 years has not been followed in practice (table 4.5). The age limit has been variably 33 years (in 2006 notification of appointment in Zila parishad schools); 42 years (2007 notification of 9998 posts of JBT teachers) and 37 years (2011 recruitment of 1273 ETT teachers).

¹¹ RtE deadline for all teachers in primary schools without ETT qualification, to acquire the 6-month course certificate in ETT was given as March 2015. After this deadline no candidate without ETT qualification could be appointed as teacher at the primary school level.

Also, in case of recruitment of secondary and senior secondary school teachers the trend in the recruitment notifications as depicted in the following table reflects varying age limits in every notification.

Table 4.5: Age limit for recruitment in some recruitment advertisements

Year of recruitment notification	No. of posts advertised	Age limit (without reservation) (in years)
2007	4000	42
2008	405	42
2009	7654	37
2010 (January)	694	42
2010 (November)	3725	37
2010	560	42
2011	3442	37
2012	5178	38 (As per notification No. 1/5/2006-5PP.1/805 dated 8-10-2012 the age of direct recruitment enhanced from 37 years to 38 years)
2014	Notification No. 1/5/2006/4PP.1/868 of Personnel Dept., Punjab Gov. dated 14-10-2014 ¹²	Increase in age of direct recruitment from 37 years to 38 years withdrawn

4.1.4.3 Terms of service and condition of regularisation:

According to PEP2011 primary teachers should be recruited as per the prescribed qualifications as regular teachers in the permanent scale. The usual period of probation, however, is two years for new recruits. Analysis of the recruitment adverts since last 10 years shows that the terms of service including length of contract and probation period are sometimes included in the advertisement.

PEP2011 directs that any contract teacher working in the school for 1 year and fulfilling all eligibility conditions, qualifications and experience should be regularised and that further contract teacher recruitment should be stopped (Pg 8 pt 2). The period of contract varies from recruitment to recruitment. In the recent years, some adverts have clearly specified the timelines after which an appointed candidate's case can be considered for regularisation while others fail to mention the minimum service period

¹² The circular addressed to Heads of all Departments of Punjab State, Commissioners of Divisions, Registrar, Punjab and Haryana High Court, District and Sessions Judge, Deputy Commissioners of Punjab State and all Sub-divisional Magistrates states that the enhancement of age by one year has been withdrawn as per the decision taken in the meeting of ministers on 23-9-2014.

after which the case for regularisation of service could be considered. This can be exemplified through the recruitment adverts of 2011 and 2012.

The 3442 posts advertised in 2011 had the condition of teachers being appointed at consolidated salary for a period of three years after which they could be regularised if their work and conduct is found satisfactory. The recruitment advert for 5178 posts (2012) also states that candidates could be considered for regularisation but does not specify the timelines as in the 2011 recruitment advert.

4.1.4.4 Process of recruitment

The posts for which recruitment has been planned are advertised in the newspapers. The advertisements provide the details of the posts, eligibility conditions, process of recruitment and last date of filling of applications. The applications are invited to be filled online. The Centre for development of advance computing (C-DAC) - Mohali¹³ has been entrusted with managing the recruitment portal and processing of applications. The merit list of the candidates invited for counselling is also displayed online. There have been three kinds of recruitment processes in the recent years.

4.1.4.4.1 Recruitment by merit:

For recruitment as ETT teachers first preference is given to candidates with 10+2 (weightage: 40% of marks obtained), JBT/ETT from Punjab (weightage: 40% of marks); Graduation 3 marks, Post-graduation 5 marks, experience 7 marks, education obtained from rural area (VIII and X both classes passed from rural area) 5 marks.

Second preference is given to B.Ed pass graduate/postgraduate if JBT/ETT candidate is not available. The weightage of marks is: graduation 35% of marks, BEd professional 35% of marks, Post-graduation (maximum 8 marks)-1st division 8, 2nd division 6, 3rd division 4 marks,; experience 7 marks (One mark for each complete year only of that experience is counted which is from teaching in a Government school, aided school, recognised school and the schools affiliated with Punjab School Education Board, CBSE and ICSE. Experience is counted for the time after passing JBT/ETT/ B.Ed. and from the date of affiliation of the school (2 sept. 2007 recruitment advert).

¹³ <http://recruitment-portal.in/>

4.1.4.4.2 Recruitment by written test

According to PEP 2011 it should be mandatory for every candidate to pass a qualifying test for becoming a primary teacher (point 2, p 6).¹⁴ However, there has been only one instance¹⁵ of written test being conducted in 2010 to recruit 4120 master cadre teacher for SSA/RMSA. Some of the teachers in the FGDs who were appointed through written test in 2010 were unclear about the expectation from them of clearing TET as per RtE norms because Punjab state started conducting the state TET on 2011.

4.1.4.4.3 Recruitment by merit list and /or written test plus qualifying score in Punjab state teacher eligibility test: Post RtE recruitments in Punjab

RtE Act 2009, inter alias, provides for appointment of appropriately trained teachers i.e. teachers with the requisite entry and academic qualifications. In accordance with the provisions of sub section of section 23 of the RTE Act 2009, the National Council for Teacher Education(NCTE) has laid down the minimum qualifications for a person to be eligible for appointment as a teacher in class I to VIII, vide Notification dated August 23, 2010, (Published in Gazette of India on 25th August 2010). One of the essential qualifications for a person to be eligible for appointment as a teacher in any of the schools referred to in clause (n) of section 2 of the RTE Act is that he/she should pass the Teacher Eligibility Test (TET) which will be conducted by the appropriate Government. It was envisioned that TET would introduce national standards and benchmark of teacher quality in the recruitment process while also encouraging teacher education institutions and students from these institutions to further improve their performance standards.

TET is conducted both by the Central government and state governments. The exam is divided into Paper I and Paper 2. TET paper I is meant for applicants opting to teach from Class I to Class 5 and TET Paper 2 for teaching from 6 to Class 8¹⁶.

The Department of School Education, Government of Punjab has entrusted the responsibility of conducting the Punjab State Teacher Eligibility Test (PSTET) to the SCERT, Punjab. Since 2010, all the candidates applying for the teaching posts

¹⁴ PEP2011 is the education policy of 2011.

¹⁵ Another instance is that of Screening and recruitment test for recruiting teaching and non-teaching staff in June 2014 for six schools set up by the Society in six districts of Punjab by SCERT Punjab.

¹⁶ Some States e.g. Haryana have also introduced Paper-3 for post graduate + B.Ed. pass candidates to be eligible for the post of teachers for 11th and 12th classes.

advertised by the Punjab government have to clear the Punjab State Teacher Eligibility Test (PSTET). However, candidates applying for C&V (art and craft) cadre and DPI and Home science master cadre are exempted from TET.

Thus, for recruitment as elementary teacher the requirement is now 10+2 with 50% marks, JBT/ETT, PSTET. Eligibility conditions have been expanded to include candidates with BEIEd , Graduation with 2 year diploma in elementary education, 10+2 and 2 year diploma in education (special education) or any other qualification as per NCTE norms 2002; graduation with 50% marks and BEd.¹⁷ All these candidates appearing in PSTET-I without JBT/ETT, if offered appointment will be required to undertake a 6 months course in elementary education within 5 years of their recruitment.

As per recruitment advert of 2011, the weightage to decide merit was: 10+2 (25 %), ETT (25 %), PSTET (30%), Higher education (20%-was later changed to 25%). Master cadre merit list weightage points are decided as: Basic qualification academic: 25 marks, professional qualification 25 marks, post- graduation 10 marks, M.Phil and PhD 10 marks and TET 30 marks.

4.1.4.4.1 Progress of PSTET

The SCERT Punjab has so far conducted four PSTETs. A summary thereof is set out in the following Table 4.6.

Table 4.6: Summary of PSTET 2011, 2012, 2013 and 2014

Date of Test	PSTET (Year)	Candidates Appeared	Candidates Passed (Percentage)	Recruitment
3-7-2011	PSTET – 1 (2011)	1,10,052	1,736 (1.57%)	1273 advt 979 appointed (871 BA. B.Ed +TET-1, 128 ETT+TET-1 passed)
	PSTET – 2 (2011)	1,27,079	8,412 (6.61%)	
9-6-2013	PSTET – 1 (2012)	60,382	4,251 (7.04%)	-
	PSTET – 2 (2012)	1,68,396	5,141 (3.05%)	-
28-12-2013	PSTET – 1 (2013)	5,7815	1,040 (1.79%)	-
	PSTET – 2 (2013)	1,58273	266 (0.16%)	-
24-8-2014	PSTET – 1 (2014)	44,625	1601 (3.59%)	-
	PSTET – 2 (2014)	1,29,746	2440 (1.88%)	-

Source: SCERT Punjab, 2014

¹⁷ Candidates with graduation with 50% marks and BEd qualification was allowed to take TET-1 only once in 2011. In later notifications of NCTE they were not allowed to take TET-1

Under SSAA, Punjab 1273 contractual ETT posts were advertised on 11.10.2011. Out of the 979 candidates selected for recruitment, only 128 candidates had ETT+TET-1 qualification. The remaining 871 candidates had BA, B.Ed. + TET-1 qualification. These candidates were offered appointment in March 2013 with the permission from MHRD.

Out of the 871 teachers so appointed are only 615 joined. Renewal of the contract of these 615 teachers was subject to passing of 6-month NCTE recognized bridge course. Two of these 615 have done ETT in the due course of time and thus 613 such teachers had requested the DGSE for arranging for them this course. The SCERT Punjab has started NCTE recognized 6-month Bridge Course in the first week of October 2014. The final timeline for completing this bridge course is March 2015.

4.1.4.5 Reservation Policy

Punjab state follows reservation policy to ensure a diverse and inclusive composition of teachers in schools. According to the 2011 census data SCs represent 31.9% of the total population in Punjab. Mohali (SAS Nagar) has 21.7 % SC in the total population of the district. The recruitment advert for 9998 posts across 20 districts (2007) reserved 50% posts for women. Recent recruitment adverts do not have 50% reservation for women.

Table 4.7: Category-wise breakup of 100 points roster

S.No.	Category	Roster number points
1.	SC	29
2.	General	40
3.	ESM	05
4.	BC	13
5.	Handicapped	03
6.	SC(ESM)	05
7.	Sportsman	01
8.	BC(ESM)	02
9.	SC(Sportsman)	01
10.	Freedom Fighter	01
Total		100

Source: No. 2/27/2004-rc1/1763-1767 dated 30.12.2004

4.1.4.5.1 Reservation/Roaster Services of Punjab Government

As per letter No. 2/27/2004-rc1/1763-1767 dated 30.12.2004 issued by the Punjab Social Welfare Department (Reservation cell) Chandigarh reservation in services is to be based on the hundred point roster (table 4.7). To give effect to the reservation prescribed, every appointing authority is to treat vacancies as 'Reserved' or 'Unreserved' according to prescribed rosters each of hundred points (see Annexure Xa). It is made clear that for reservation the percentages should not be calculated mathematically but according to the hundred point roster system.

According to letter No. 7/21/2004rc1/1674-1677, dated 20.12.2004 issued by the Punjab Social Welfare Department (Reservation Cell) Chandigarh, there is no bar to a large number of posts secured by members of the Scheduled Castes/Backward Classes. In consequence the members belonging to the SC/BC who get selected on merit list (in the case of direct recruitment) and those who become eligible for promotion to next higher posts by virtue of their seniority cum fitness should not be included while calculating percentage of the reservation meant for Scheduled Castes/Backward Classes.

4.1.5 Emerging issues

1. Lack of a uniform recruitment plan and recruiting body (this has been indicated in Vision 2025 policy document and the need was also felt by teachers and administrators). As a result of inconsistencies in recruitment, there is corruption, irregularity in recruitment criterion, and litigations; (Recently it has been decided that there will be no waiting list. There will be only one counseling.)
2. Fluidity of recruitment committees and lack of accountability have led to gaps and litigations, which has resulted in long term impacts on employees, management and administration.
3. Probation period of teachers differs from one recruitment to another (but it is not more than two years).
4. Parallel systems of administration, duplication or no administration due to different categories of teachers. For e.g. for PRI teachers, till recently there was no

clear line of academic administration, even though it has been put in place. PRI teachers had also refused to participate in trainings conducted by the education department. Since PRI/ZP teachers have recently been shifted to the education department and had not been participating in the professional development activities of the education department due to their ongoing agitation, they have missed out proper training and professional development for some time. Now, the department would need to develop a plan for integration of PRI/ZP teachers through appropriate professional development curriculum.

4.2 Transfer and deployment

There have been several policy guidelines in Punjab regarding transfer of teachers.

4.2.1 Policy for new recruits

The Punjab Education policy vision 2025 directed that first posting of new recruits will be in rural and border areas for five years. PH category teachers and widows were exempted from this condition.

4.2.2 Transfer Policy

Both regular and contract employees can apply for transfer. Employees can be transferred only once in an academic session. PEP 2002 had made 50% of female staff obligatory for elementary schools. The recruitment is done at the school level. The teachers were to be transferred once in 5 years and only against a vacant post and the policy directed that no school will be left without minimum number of required teachers. Mutual transfers are allowed once in 3 years but the absentee teachers are not allowed to make request for mutual transfers.

Zila Parishad teachers are district cadre teachers who may be transferred from one Zila Parishad to another with mandatory condition that they all lose their seniority (Punjab Gazette, Department of Rural Development and Panchayat, ETT branch, January 2014). However, recently 13034 sanctioned posts in 5752 schools working under ZP have been shifted to the Education Department (Punjab Government Gazette (Extra) dated the 19th September 2014 vide notification number 2/305/2014/ETT.5/9460 issued by the Rural Development and Panchayat Department, Government of Punjab).

The process of transfer should be completed during summer vacation. No transfers allowed during the academic session (PEP2011). In practice the transfer process continues during the academic session till late August. For example, in 2013 the transfer requests were invited between 05.07.2013 to 20.07.2013.

New transfer policy is announced every year. General rule is that teachers can apply for transfer once in three years. However if it is a case of disciplinary action or a transfer due to management reasons, the transfer requests can be considered even before completion of 3 years. Newly married girls and unmarried girls given preference for transfer. However, Transfer cases of male teachers are also considered. Only SSA teachers can be transferred to the SSA schools and RMSA teachers can be transferred to the RMSA schools. However, SSA teachers can apply for transfer to other schools of the department (corrigendum 2014-15 policy dated: 23.05.2014 (additional SPD, SSA authority). Transfer is allowed against the sanctioned posts only and transfers on deputation basis are not allowed (Transfer policy 2013-14).

4.2.3 Process of transfer

A teacher who has been working at a station for at least three years can apply for transfer in the prescribed proforma and as per the timelines declared by the department of education. The school-head verifies that the transfer request has been made according to the transfer policy. The school head submits the transfer requests proforma complete in all respects to the DEO office. DEOs process the transfer requests and forward to the Director EE or Director SE.

Online system of application for transfer has been launched in Punjab through e-portal. Only those requests which have been made online are considered for discussion for transfer by the Director EE or Director SE.

Intra-district transfers of primary school teachers are made by DEO (elementary) and inter-district by DPI elementary. SSA/RMSA and computer teachers transfer proforma is sent to the office of the Director General of School Education (DGSE).

4.2.4 Rationalization Policy

In principle transfer policy is also guided by the rationalisation policy. The rationalisation policy of the state lays down norms for calculating teacher requirement according to enrolment for all levels of school education and norms for deciding which teacher to transfer.

Table 4.8: Punjab Status As on 31st March 2014

	No. of Schools with Single Teacher	No. of Schools with Adverse PTR
Primary Schools	1069	5554
Upper Primary Schools	95	1213

Source: MHRD 2014

Box 4.2: Rationalisation Policy in 2012	Status
<p>Rationalization policy is based on the students data collected till 31.07.2012. For class 1st to 5th there will be two teachers after 60 students. The post of 3rd teacher will be given when no. of students are 90. From 5th to 8th teacher student ratio will be 1:35. When no. of students more than 45 then second section will be made. For 8th to 10th teacher student ratio will be 1:40. For the purpose of rationalization periods taken by principals/ Head masters should not be considered. If there is any vacant surplus post in a school it should be shifted to the needy school. If there is a surplus post in a city school and within city if there is needy school then the post should be shifted there. If there is no post in the same city then the surplus post should be shifted to a needy rural school. Teacher of longest stay should be shifted first. In case of male/Female teacher in a school then the male teacher should be shifted in rationalization. A teacher who has joined the school after 30.09.2011 in any way should be shifted if the post becomes surplus. Blind and handicapped teachers should not be shifted. The teachers suffering from any chronic disease should be considered by the DEO only after getting the attestation of the certificate from the Civil Surgeon. In rationalization preference will be given in adjustment of the surplus post of a widow, unmarried girl or divorcee to the nearest school. The teachers who are retiring within a span of one year should not be shifted. Considering students education, if the employee is retiring in the end of the session then the post next to him/her should not be shifted rather after the retirement the post of the retired teacher should be shifted. In middle schools only non-medical science teachers should be appointed. B.Sc medical and B.A with Maths teachers should not be kept in the middle schools in any case. English teachers will not be considered in rationalization. If a teacher is out of the school for more than three months (except those are on maternity leave/medical leave or Govt. duty). Such Employee's lien can be shifted. District's surplus vacant or filled posts will be shifted to the Mandal pool/State Pool.</p>	<p>Not Implemented because the Officials in-charge were transferred and the Education Minister changed (FGD 6)</p>

It has often been found that there is an urban bias towards posting of teachers. This leads to accumulation of teachers in urban areas with schools in rural and border areas

facing high pupil teacher ratio. Very often states or districts or blocks which show ideal PTR have been found to have schools struggling due to teacher deployment disparity (WB 2004). The RtE act 2009 has identified this problem and mandated for ensuring specified pupil teacher ratio at school level and rational deployment of teachers to eliminate the rural urban imbalance in postings of teachers.

SSA and RMSA teachers are included along with regular teachers while implementing rationalization (GO no. memo number SSA/2012/admin/84664: 28.8.12 (signed by Director General cum SPD)).

Though the rationalisation policy of 2012 (Box 4.2) had proposed that the surplus vacant or filled posts of teachers will be shifted to the Mandal (Division) pool or the State pool, the policy has not been implemented. Implementation of this policy would have resolved the issue of surplus teachers as depicted in table 3.11 in Chapter 3.

4.2.5 Political interference or aspiration of elected representatives?

The KIIs highlighted that counselling with the DEOs, DPI, Director EE, Director SE and MLAs is organised to discuss applications from case to case basis. Invite to MLAs to discuss transfer cases was seen as political interference by some key informants. One key informant however viewed this as collective decision making where aspirations of the people's representatives were also given weightage. The teachers in the FGDs also reported political involvement in facilitating transfers and unqualified cases of rent seeking. As one of the teachers said, "I got married three years ago and have been applying for the transfer as a preference case of newly married girl since then. My family knows the local leader and we have been approaching the leader to support my application. Even then, getting transferred was so difficult. Nothing happens without money. I had to pay." However, it appeared from the discussions that the rent seekers might not necessarily be the political leaders but some staff within the government administration, some officers and unofficial mediators. Apart from the fact that teachers agreed that either they or someone they knew has ever sought support of the political leader or paid money to someone to get transfer, we do not have enough evidence to claim the extent of the two phenomena.

4.2.6 Deputation

Various teachers groups in our FGDs shared that teachers who are unable to get posting/deployment/transfer as per their choice arrange for deputation through their personal contacts and recommendations. Some of our FGD group teachers had in fact been deputed as CHTs or on some other administrative tasks in the SSA/RMSA headquarters. However, we have not been able to get qualified data to say what numbers of teachers are on deputation. FGDs also reveal that science and maths teachers are more likely to be selected for administrative deputation. Again, this information so far is anecdotal and unqualified. However, a study had found that compared to a national average of 9.55%, in Punjab around 23.61% of the teachers are involved in non-teaching assignments (NUEPA n.d.). According to a recent directions of the DGSE to all the CEOs and DEOs, to implement RTE Act, 2009 more effectively those teachers who are teaching class from 1st to 8th and working as DRP (MIS and Planning & SSA) and BRP (SSA) are to be sent back to their respective schools. For deputation on these, preference be given to the surplus lecturers in the schools. If the lecturers are not available for temporary duty (deputation) on these posts, then the teachers from Master cadre of High or Senior Secondary Schools be given preference. CEOs and DEOs are further directed to make sure that a service provider (volunteer) is deputed in place of the DRP/BRP in the school in which they were working (memo No. SSA/2014/HR/ 2014/3928 dated 13.10.2014).

4.2.7 Emerging Issues

1. Though a system of online application has been put in place with clear directions of how transfer requests could be made, there is involvement of political representatives and other issues when it comes to transfers. The transfers do not happen without involving blessings of the local leaders.
2. Some PRI teachers were absorbed in the education department and then were deputed back to PRI schools after 5-7 days. As a result, these teachers have no idea whether they come under PRI or Education Department. These teachers have also not received salaries for the time they worked under education department.

3. Issue of surplus teachers in some districts and lack of teachers in other districts could not be resolved due to non-implementation of the rationalisation policy of 2012 which directed moving surplus posts to the Mandal/State pool.

4.3 Salary and service conditions

The Punjab state RtE rules direct that the state government shall prescribe the salary, allowances and terms and conditions of teachers to create a professional cadre of teachers (GOP 2011, 18,2b). The salary structures of contract and regular teachers are discussed as follows.

4.3.1 Salary structure of Contract and Regular teachers

At the time of recruitment in 2010, the candidates appearing for the written test were asked to opt for appointment in SSA or RMSA or both. Though the qualification of master cadre teachers appointed under SSA and RMSA are same, the consolidated salary for teachers teaching at upper primary level under SSA is 31,500.00 INR while the teachers appointed to RMSA schools teaching classes VI to X are paid 30,500.00 INR.

Salary structure of secondary teachers recruited on contract in Punjab seems like a one step forward and two steps backwards story because in 2008 the recruitment advert announced salary of 13500 for master cadre teachers while a 2009 advert mentions 5400. Similarly according to a 2010 advert, subject teachers were to be paid 16500 consolidated, the 2012 advert for master cadre teachers in 2012 specifies 6000 consolidated salary.

Table: 4.9 : Salary structure of contract teachers

Type of Teachers	Qualifications/Service conditions	Salary (in INR) in the specific year								
		2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014
Inclusive Education Resource Teachers (IERT)	B.Ed. (special Education) or Diploma (special Education) appointed by SSA in 2005-06 on Contractual appointment on consolidated pay with annual increment.	6850	7150	7468	9350	9800	15550	16350	17220	19200
Computer Teachers	Appointed on contractual basis	Computer teachers 3500 Computer faculty 4500			7000	10000	Regular scale initial pay 14590	18450	18450	18450
SSA	For upper primary Graduation plus B.Ed., appointed by SSA in 2010 on contractual appointment on consolidated pay. The recruitment was based on the merit of the written test.		Primary- 12000 Upper Primary NIL	Primary- 12000 Upper Primary - 13500	Primary- 14000 Upper Primary - 16500	Primary- 14000 Upper Primary - 16500	Primary- 15500 Upper Primary- 18000	Primary- 28000 Upper Primary- 31500	Primary- 12000 Upper Primary- Nil	
RMSA	For Eng., Hindi, Pun, Sc, Maths, S.S Graduation plus B.Ed., , For PTI and Art & craft teacher 10 +2 and two year diploma. Appointed by RMSA in 2010 on contractual appointment on consolidated pay.					(Eng., science, math, S.St.) – 16500. (Punjabi, Hindi, PTI, Accountant)-10000		30,500	

Table 4.10: Salary Structure of Regular Teachers				
Type of Teachers /Teacher cadre	Qualifications/Service conditions for regular teachers	Pay Band + Grade Pay (GP) (in INR) w.e.f. specified date		
		1-1-1996 to 31-12-2005	1-1-2006 to 30-9-2011	1-10-2011 To 1-12-2011
J.B.T	Matric+ JBT From 1994: 10+2 with ETT From 2011: 10+2 with ETT and TET	4550-7220 (4550-150-5000-160-5800-200-7000-220-7220)	5910-20200+Rs.3000 Total =11470.00	10300-34800 +GP 4200 Initial Pay =16290.00
Head Teacher (HT)	Through seniority from amongst JBT teachers. Direct quota of 25% introduced in 2003	4550-7220 5480-8925 6400-10640	5910-20200+3000 Total 11470	10300-34800 + GP 4400 Initial Pay= 16290.00
Cluster Head Teacher (CHT)	Through seniority from amongst HT teachers. Direct quota of 25% introduced in 2003	5480-8925(5480-160-5800-200-7000-220-8100-275—8925)	10300-34800+ GP3600 Total= 14430.00	10300-34800 + GP 4600 Initial Pay= 18030.00
Block Primary Education officer (BPEO)	Through seniority from amongst CHT teachers. Direct quota of 25% introduced in 2003, however the selection list was never released. Qualification: BA+ JBT with minimum experience of 8 years.	6400-1046 (6400-200-7000-220-8100-275-10300-340-10640)	10300-34800+ GP4200 Total = 16290.00	10300-34800 + GP5400 Initial Pay=20300.00
Classical & Vernacular language teachers C & V (Punjabi, Hindi, Urdu, Sanskrit, PT, Drawing, Tailoring and Music teachers)) (Sanskrit Teachers are called Shastris)	Initially Prabhaker, Gyani, OT/JBT Later on the qualification revised to be BA, B.Ed. Elective subject in BA 30 percent Shastris to get 5 advance increments; Gyani, Prabhakar and Drawing to get three advanced increments in the time scale as before 1-11-66.	5000-8100	10300-34800+GP3200 Total= 13500.00	10300-34800 + GP4400 Initial Pay= 17420.00
Master (Science, SSt, Hindi, Punjabi, Maths, DP)	BA, B.Ed. 75 % through Promotion from the cadre of primary teachers	5480-8925	10300-34800+GP3600 Initial Pay 14430	10300-34800 GP 4600 Initial= 18030 GP revised w.e.f. 1-12-11 to INR 5000 Initial Pay = 18450.00

A new teacher teaching at the primary level is appointed in the pay scale of 10,300-34,800 with Grade Pay of 4200 INR. There is huge variation in the house rent allowance given to the teachers. HRA is 10 % of the basic pay for the JBT/ETT teachers appointed in smaller cities and 20% in bigger cities(Amritsar, Ludhiana, Mohali and Chandigarh) (table 4.11).

Table 4.11: Basic Pay and Allowance of JBT/ETT

Teacher post/Grade	Basic pay scale	DA	HRA	Annual Increment	City Compensatory Allowance	Any other addition (name them)	Deductions, if any	Actual take home
10,300-34,800 GP 4200	16290	as per Centre pattern	10.0 % in Smaller cities; 20% in Bigger cities(Amritsar, Ludhiana, Mohali and Chandigarh)	3%	INR 120 in Amritsar, Mohali, Chandigarh and INR 180 in Ludhiana	Medical allowance INR. 500; Mobile Allowance INR 500 to Class A & INR 300 to Class B employees and INR. 250 to Lower class employees	GIS INR 15 for Class D employee, INR. 30 for Class C employees INR 60 for Class B employee and INR. 120 for Class A employees. GPF minimum 8% of Basic+ GP	Rural Area: 35936/- Urban Area: 34959/- Salary includes Basic pay +GP+DA 100%+HRA 10% for urban and 10% for rural+ 6% Rural Area allowance+Medical Allowance 500+Mobile allowance 250/-

Salaries get delayed by 3 – 6 months for every cadre of teachers. Teachers reported issues faced for release of arrears, medical reimbursement etc.

4.3.2 Service benefits

The service benefits for the employees include vacations, and leaves of various types i.e., casual, earned, privileged, paid, partly paid and unpaid leaves, medical leave, maternity and paternity leave, child care leave and academic leave.

There is no provision of academic leave for any teacher. However, the teachers can be sanctioned leave to sit for an exam if prior permission to appear for the exam had been taken from the department.

There is provision of summer vacation of 30 days; Winter break of 7 days; and Gazette holidays 10 days. The IERTs however get only 15 days of summer vacation.

Table 4.12 Leave Allowances for Regular and Contract Teachers

	Regular	Contract
Casual Leave	Female employees: 20 days. Male employees: 10 days up to 10 years of service; 15 days up to 15 years of service and 20 days after 15 years of service	15 days
Earned	8 days+D32 D96	Nil
Vacation	30 day summer vacation, 7 day winter break, as per the list released by the Govt. Two RH full day and 4 RH half-days	same as that of regular
Paid leave	10 full days	Nil
Half Pay Leave	20	Nil
Privileged Leave	Nil	Nil
Extra Ordinary Leaves	Nil	Nil
Medical Leave	10 days per year	Nil
Maternity Leave	6 months for regular teachers	3 months for SSA/RMSA teachers and
Paternity Leave	15 days maximum two times over the service period	Nil
Child care leave	Maximum 1 year over the service period.	Nil
Academic leave	Nil	Nil
Unpaid leave	May be up to 1 year depending upon the situation or circumstances	Nil

Besides, Punjab state and National awardee teachers get service extension benefit. The teachers who have applied for state award cannot apply for national award for next 3 years. Also, only regular teachers can apply for state and national awards.

However, some non-salary service conditions vary for regular and contract teachers. For example, in Punjab there is provision of 3 month maternity leave for SSA/RMSA teachers (contract teachers) and 6 month maternity leave for regular teachers. The High Court of Punjab and Haryana hearing the writ petition of Reena Singla vs State Of Punjab And Others on 16 May, 2013 (CWP No. 5142 of 2013) passed the judgment that rules of SSA have to be at par with the rules for the government schools teachers and hence the petitioner who had been appointed as a contract teacher cannot be denied maternity leave of 180 days as is applicable to the regular female employees of the state department.

4.3.2.1 Long Absence and Dismissal

Punjab faces a problem of teacher absenteeism. A WB study states that on a given day, on an average, there are 36 percent primary school teachers absent from schools (WB

2004). The problem of teacher absenteeism in Punjab schools can also be gauged from the reports in the media. According to one such report at least 200 government school teachers were found absent from duty (TOI 2011). There were instance of long absence (as long as seven years) reported (ibid; KIIO2, KIIO8). The regular teachers can apply for unpaid leave up to one year depending on the circumstances. Media reports reveal that the teachers would initially apply for six months' duration 'leave without pay' usually to undertake foreign travel and then would keep extending the leave, sometimes joining back duties a couple of days before onset of summer or winter vacation and then again going on leave.

The Punjab state government has taken a serious note of long absenteeism. Citing the Supreme Court AIR 1974 SC 1890 whereby the Supreme Court held that in such a case, "long unauthorized absence may reasonably give rise to an inference that such service is intended to be abandoned by the employee, being a case of abandonment of service, no notice/ inquiry is required.", the state government has been issuing dismissal orders to the long absentee teachers.¹⁸

4.3.3 Special Allowances

The Punjab Govt. employees are given Border Allowance since 1-9-1998 @ 5% of Basic Pay. Rural area allowance is given to employees serving in Rural area @ 6% of Basic pay. City Compensatory Allowance (CCA) is given to employees serving in cities @ INR 180/- for A-Class city (Ludhiana) and INR 120/- for B-Class cities. No special allowance is given to employees serving in Mand/Bet and Kandi areas. JBT/ETT Teachers deployed rural areas get rural allowance equivalent to 6% of their basic pay (table 4.11).

Regular teachers also get Medical allowance of INR 500 and Mobile Allowance of INR 500 to Group A & INR 300 to Group B employees and INR 250 to Group C and D employees.

4.3.4 Emerging Issues

1. There are delays in salary, approx. 2-3 months and more in case of plan posts.

¹⁸ District wise and individual dismissal orders of teachers due to abandonment of duties are uploaded at the Department of School Education, Punjab website at <http://ssapunjab.org/subpages/dismis.html> Last accessed on December 06, 2014.

2. There are huge variations in salaries amongst different categories of teachers. It ranges between INR 5000 – 60000 irrespective of the fact that they all are doing similar kind of work, including teaching and non-teaching responsibilities.
3. Many problems were reported in release of non-salary benefits e.g., medical reimbursement, pension benefits, salary arrears, ACP etc.
4. SSA/RMSA teachers get 3 months maternity leave while regular teachers get 6 months.
5. Teacher absenteeism (long absenteeism), though being addressed by the state government, remains an issue which needs to be probed further.

4.4 Duties, day to day management

4.4.1 Policy teachers' duties

The government schools teachers at the elementary school level are expected to follow the rules and guidelines following RtE Act. Maintaining Pupil cumulative records, participation in training and curriculum and syllabi development are three major duties expected of the teachers (GOP 2011).

The duties of elementary school teachers are also specified in the PEP 2011. According to the policy, the elementary school teachers have the following duties:

1. According to Education Policy, 2011:

- a. Teaching duties: celebrate important days; to organize co-curricular activities*
- b. Non-teaching duties: bring OOSC to school and provide counseling; take care of health of children, make health cards; organize PTA; organize prize distribution function;*
- c. Teachers should be freed from the duties of MDM and appoint a clerk at Center level to who will take care of all non-teaching task*
- d. Teaching days should be at 240 days in an academic session. Day to day calendar for teaching should be prepared*

- e. The teachers working in primary schools located in a complex of schools will be governed by the HM/Principal of the middle/secondary school in the complex*
 - f. To ensure attendance of teachers Biometric system should be used*
 - g. When teachers are on leave, DDO should be given the right to deploy substitute teachers and salary of substitute teachers should be drawn from the treasury*
 - h. If a teacher is on long leave of 3 months or more, alternate provision of teacher should be made*
- 2. Duties of teachers: Maintain a file containing Pupil Cumulative Record for every child; participation in all teacher training program; participation in curriculum formulation and development of syllabi, training modules and text book etc. related to the improvement of quality education (Punjab Govt. Gaz., 2011)*
 - 3. Purpose of section 27 is to emphasize that teachers should not be deployed for non-educational duties other than those which are considered to be essential in national interest (F.No. 1-3/2010-EE 4)*
 - 4. District Panchayat School Education Officer can take disciplinary action against teachers for minor penalties and CEO, Zila Parishad for other penalties.*

In practice, the information on day to day management /school functioning and teachers' duties reaches the teachers through on and off flow of communication through government circulars (FGDs). Over a long term and in view of the lack of timely induction training, these expectations are fluid and confusing in reality (FGD 3 & 4).

The teachers also reported lack of clear and timely communication on status of fund release or if a scheme has been stopped (for e.g. TA for differently abled students). Also, schemes that differentiate between students on the basis of caste and minority status create conflict amongst poor communities and affect their relationship with teachers (FGD 5).

PEP 2011 directs that no MDM work should be assigned to secondary school teachers as it affects their teaching work. It also states that no non-academic work should be assigned to teachers except election and census. The policy clarifies that teachers' attendance is not compulsory in any government functions other than national functions (PEP2011).

The government teachers are also governed by the Punjab government employees (conduct) rules, 1966, according to which the government employees cannot take up work which earns them monetary benefits, cannot write in newspapers and speak on radio for other than official reason (GOP 1966).

4.4.2 Time on Task

According to the Punjab state RtE rules the SMC have to ensure that ensure that as far as possible, the teachers are not burdened with non-academic duties other than those specified under section 27 (GOP 2011, part V, 7(c)).

RtE act 2009 also provides for prohibition of deployment of teachers for non-educational work, other than decennial census, elections to local authority, state legislatures and parliament, and disaster relief.

Teachers said that almost 40% of their teaching time goes into maintaining accounts, service record files, buying groceries and fuel for MDM, preparing inspection and CCE formats; maintaining diaries, registers, construction, dealing with construction workers, cleaning activities (as there are no cleaners, clerks and caretakers). The teachers reported difficulty in managing even small class size when they had to attend to some grade 1 child who is not properly toilet trained (FGDs 3, 4 and 5).

Box 4.3: List of Administrative Works Given to Teachers in Punjab
<ul style="list-style-type: none">• Maintaining record of school funds (SSA, RMSA, PTA, Sports Fund, Building Fund, Amalgamated Fund to name few)• Clerical work relating to salary, GPF, GIS, etc. of teachers (more so in middle schools)• Census duty• Election duty• Maintaining record of MDM (stock register, cash book, updating of bank pass book, etc.)

CCE demanded substantial time and effort from the teachers, increasing their workload and paperwork. Some teachers claimed that it was time taking for them in the beginning but gradually they have better grasp over maintaining CCE records. Teachers also expressed need of resources for maintenance of CCE records.

Table 4.13 a: Number of working days/working hours/instructional hours

State/UTs	Primary Level		Upper Primary Level	
	2012-13	2013-14	2012-13	2013-14
Punjab	236	225	238	222

Table 4.13 b: Average instructional hours per Year

State/UTs	Primary Level		Upper Primary Level	
	2012-13	2013-14	2012-13	2013-14
Punjab	1414	1348	1432	1331

Table 4.13 c: Working hours per teacher

State/UTs	2012-13	2013-14
Punjab	36	37

4.4.3 Emerging issues:

1. BRP, BPEO, or coordinators posts are lying vacant. Hence, teachers are given coordination responsibilities at block or district level. This affects teaching at school. Promotions to these posts are delayed due to litigations.
2. Many teachers from science background said that they have been given inspection duties and coordination duties.
3. Need for clear and timely communication with respect to expectations from the teachers and also communication to the communities about onset and end of beneficiary schemes and entitlements.
4. Teachers find it difficult to manage multi-grade classrooms and recommended mono-grade classrooms.
5. They have recommended that small schools should be clubbed into one big school with better resources and infrastructure and provide transport support for children.

4.5 Training Management

4.5.1 Teacher Training Programme under SSA and RMSA

State Council of Educational Research & Training (SCERT) is state nodal agency for in-service training of teachers. SCERT works in co-ordination with Sarva Shiksha Abhiyan Authority, Punjab for continuous professional development of teachers under SSA & RMSA. DIETs are district level nodal agencies to impart In-Service training at district level under guidelines of SCERT & SPD, SSA Punjab.

State Project Director is the chairperson of the training management unit planning for the continuous professional development of Teachers at secondary level. Key Resource Persons (KRPs)/ Subject Expert are selected to impart training to the Resource Persons. The training of teachers at district level is conducted in cascade mode by the trained resource person under the supervision of DIETs. Necessary guidelines/directions are provided to the principals of DIETs and feedback sought on the progress of trainings.

4.6.1.1 Procedure for selecting Key Resource Persons

1. A special committee is formed to select key resource persons at district level. Committee members consists of :
 - (a) DEO Chairman
 - (b) Principal of GISTC/DIET Member
 - (c) Sr. Lecturer from any School Member
 - (d) Any State Awardees Teacher Member
 - (e) State level subject component Head Member
2. A pool of good Key Resource persons is made by recommendations from principals of GISTC/DIET and they are called for interview at District Office and they are judged on the basis of their experience in the field at school level and on various attributes decided by the committee.
3. The names of selected candidates are sent to the DSPD, RMSA for final decision.

4.5.2 Identification of topics for training and duration of training

The trainings can be broadly divided into two categories: Induction training and In-service training. The training of resource persons is also organised by the SSA and RMSA training cell.

1. Induction training is imparted to the new recruits to orient them in working towards goal of improvement of student learning. However, there is no regularity/pattern in conducting induction training and perceived importance of conducting induction training can be assessed from the fact that in the proposed plan for training of year 2014-15 induction training of teachers in RMSA schools upgraded in 2011-12 will be held along with teachers from schools upgraded in 2013-14.
2. In-service training is organised for the teachers working in the schools for some time. The need analysis to understand the training needs of the teachers and the scope of including pedagogical & technological practices into training is undertaken by the district level officials (include Resource Persons from DIETs). The joint review by RPs and RMSA training-cell faculty guides decisions on developing content for the training.

Table 4.14: Progress of In-service trainings in 2013-14

Activity	Approved	Achievement
In- service teachers training	17903	15000 (61approx...)
In-service Training of Headmaster/Principals	1866	Data under compilation
Training Master Trainers	894	814
Training of Key Resource Persons	45	45

Source: SCERT Punjab, 2014

Two days training of RPs selected for training the secondary school teachers is organised with focus on specific subject areas i.e., Social Sciences, Punjabi, Hindi, English, Science and Maths. Various KIIs and one teacher in a FGD who has been a RP referred to the purpose of trainings as - to address 'Hard Spots'.

The training of teachers is organised at the block level in phased manner with duration of five days training in each phase. Teachers are assigned to attend training according to the subject specialisation which they teach at the school level.

In service training can be broadly categorised into 3 categories: 1. Training focusing on developing technological skills of teachers; 2. Pedagogy focussed trainings and; 3.

Orientation towards administrative and financial rules and regulations. The third category of training focuses Head Teachers, HMs and teachers with administrative responsibilities.

Private organisations are involved in the training of teachers. Special initiatives like pedagogical training of English teachers with British Council, India have also been started. Master Trainers have been identified in Dec 2013 for training of English Teachers through a three step process i.e.: Written test, Group Discussions and Interview with the help of Trainers of British Council. Activity based Training is being imparted to English language teachers of IXth and Xth classes in collaboration with British Council, India.

Table 4.15: Proposed plan for trainings in 2014-15

Number of teachers	Classes taught	Days
25140	IX and X	05
3754	3379 Govt. School heads & 375 heads of Govt. Aided Schools	05
6x73 + 6x42= 438+252=690	Induction training for teachers appointed in 73 schools upgraded in 2011-12 and 42 schools upgraded in 2013-14 under RMSA	10
1243	Master trainers	2
63	Key Resource Persons	2

Source : SCERT Punjab 2014

Recently, general training for using ICTs in education is also being planned and implemented for the secondary school teachers. This training focuses on use of Power Point application and internet for teaching and developing digital content for classroom teaching based on prescribed curriculum. In practice in-service trainings mainly focus on training to the requirement of new programmes like Parho Punjab. Though such training plan addresses the immediate requirements for launching a new programme successfully, it lacks a long term perspective of professional development.

In view of the recent policy changes like RtE and RtE requirement of developing a cumulative appraisal of students learning through CCE, it is important that teachers engage with a critical reading of the policy documents and the pedagogical implications emerging from the policy mandate. This has also been one of the recommendations of the joint review mission on teacher education in Punjab (JRM TE-Punjab 2014). The mission also recommended Punjabi translation of policy documents and researches relevant to the teachers in small towns and villages.

4.6.2 Emerging issues

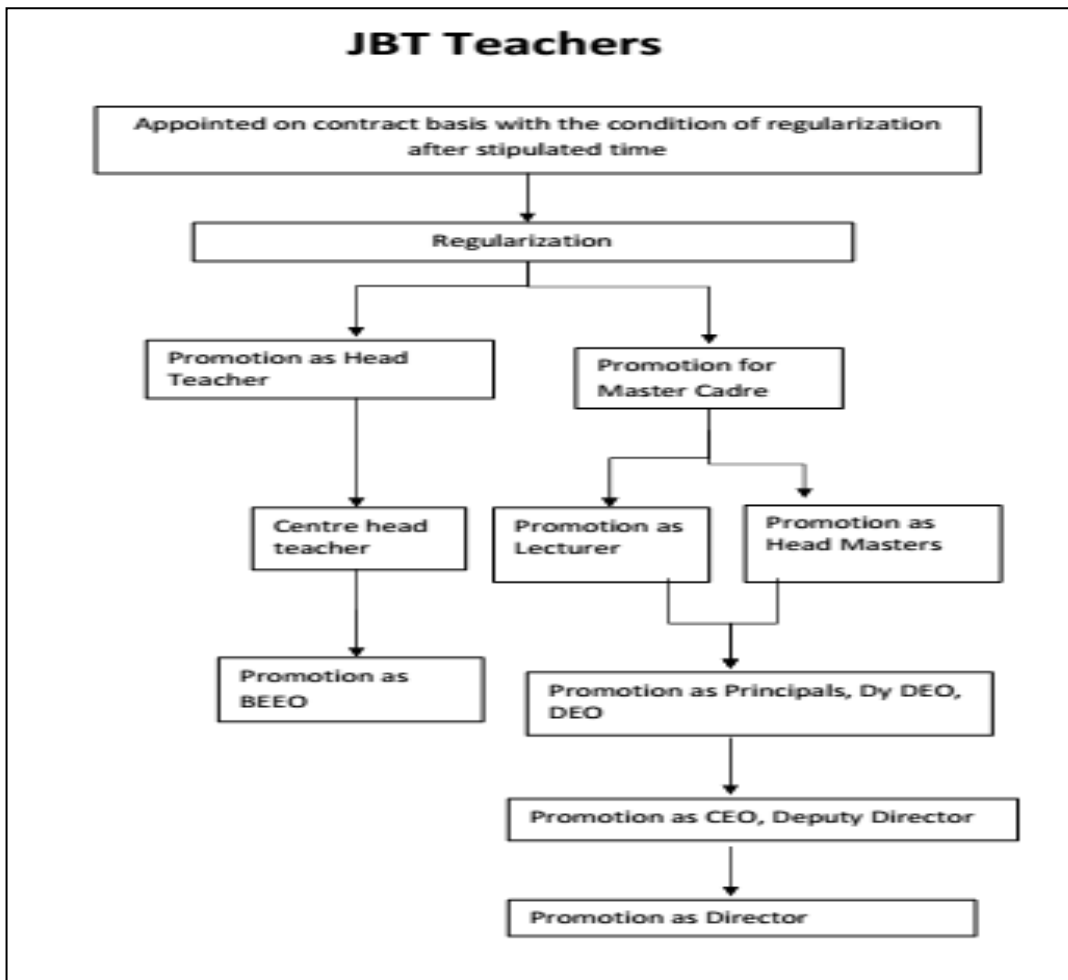
There is lack of long term perspective of training. Much of the focus of training is on programme specific trainings like Parho Punjab. Invariably, the purpose of trainings is still discussed in terms the need to address ‘hard spots’ rather than developing critical understanding of the new policies and pedagogical changes implied.

4.6 Career progression and performance evaluation

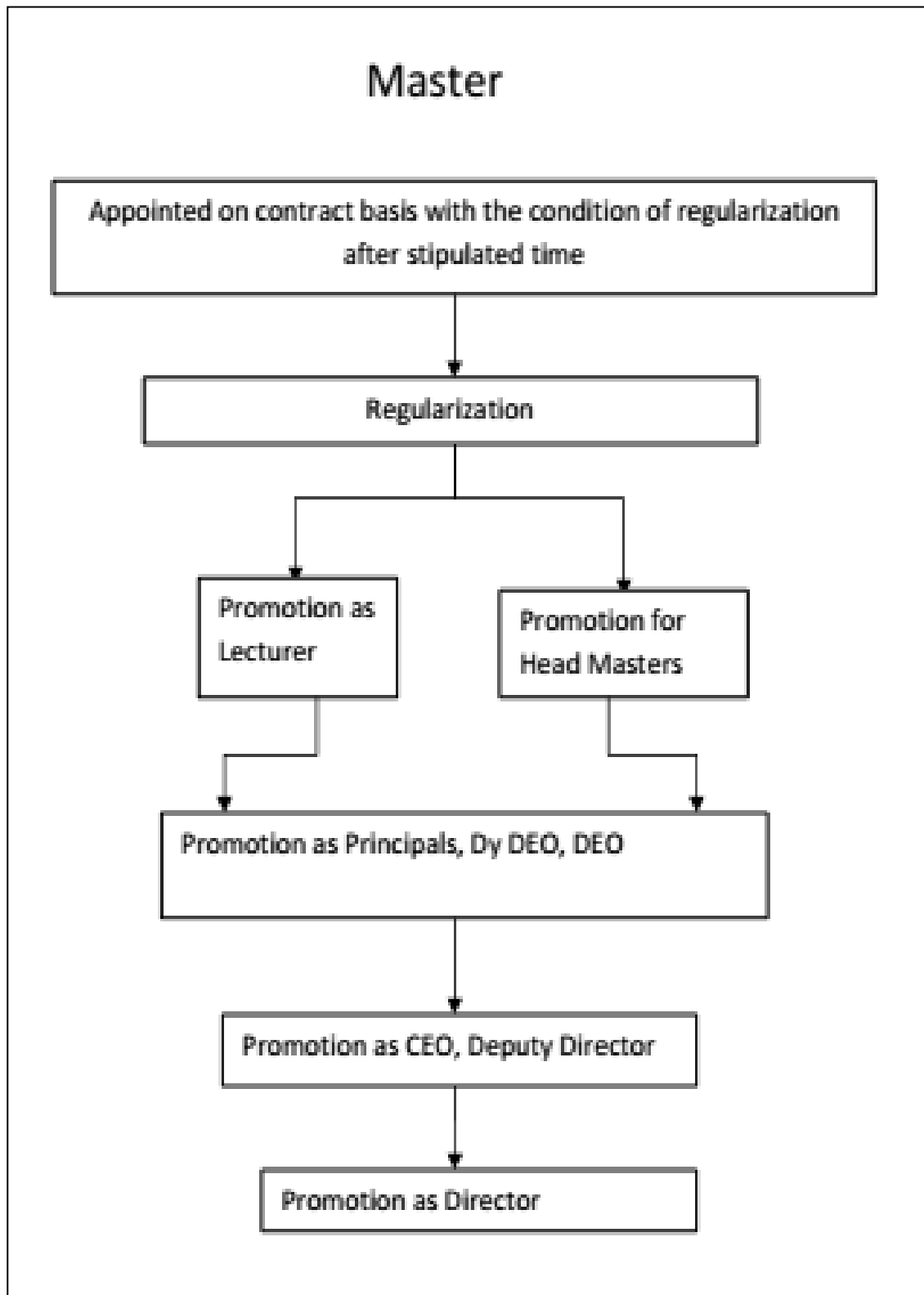
4.6.1 Career Paths of teachers of various categories

There are basically two cadres of teachers in Punjab viz. District and State. District cadre of teachers consists of teachers of elementary stage of schooling – JBT, HT, CHT and BEEO while Master, Lecturers Principals, DEOs, Deputy Directors and Directors falls within State Cadre. HTs, CHTs and BEEOs, Masters, Head Masters, Lecturers and Principals are also appointed through direct recruitment. The career track of regular teachers of both these cadres is depicted through the following flow charts.

4.6.1.1 JBT/ETT



4.6.1.2 Master Cadre



4.6.1.3 Vocational Master and Lecturer



4.6.2 Performance Appraisal of Teachers

There has not been one uniform system of performance appraisal of elementary teachers in Punjab over the last 10 years. The performance appraisal of teachers in Punjab is documented through Annual Confidential Reports (ACRs). The format of ACRs regarding their work and conduct which was in vogue in Punjab prior to 2005 is appended as Annexure 4A. From 2005 to 2011 the format for ACR was changed (Annexure 4B). The modified format which was introduced thereafter in 2011-12 and still being used is contained in Annexure 4C.

The ACR format, which was in practice until 2011, reflects the opinion of the next higher level authority about the concerned teacher. This format of ACR primarily has the following parameters of evaluation:

- Result of grade/class which the teacher has been teaching in the previous year
- Personality and ability to get work out of subordinates
- Participation in implementing Government programmes
- Relation with general public
- Punctuality and discipline

The procedure of signing of ACR of the different categories of teacher is as follows:

Table 4.16: ACR signing authority according to category of teacher

S.No.	Category of Teacher	First Authority	Second Authority	Third Authority
1	JBT	HT	CHT	BEEO
2	HT	CHT	BEEO	-
3	CHT	BEEO	-	-
4	Master Cadre	Head Master/Principal	DEO	-
5	Lecturer	Principal	DEO	-
6	Head Master	DEO	CEO	-
7	Principal	DEO	CEO	-
8	Comp. Teacher	Head Master/Principal	DEO	-
9	SSA Teacher	DDO	District Project Coordinator	-
10	RMSA Teacher	DDO	District Project Coordinator	-
11	IERT Teacher	Deputy Manager IDE	-	-

The recent format of ACR (Annexure 4C) has a component of self-appraisal by the teachers on the first page. The teachers after filling their self-appraisal submit the form to the first signing authority. The authority then reviews the self-appraisal by the teacher and gives marks on the similar components asked and forwards the ACR to the second signing authority.

The 5th pay commission with revised pay scales and Assured Career Progression (ACP) scheme and 6th pay commission with further pay revisions and a revised ACP has affected regular teachers resulting in increase in salary even and senior grade at 4

years, 9 years and 14 years.¹⁹ However not all teachers are benefitted in the same manner. Teachers working in PRI/ZP schools have till recently not been able to avail benefits of promotion due to lack of avenues.

4.6.2.1 Implications of ACRs for the employees

The KIIs and teachers said that filling of ACRs is a compulsory formality for the purpose of ACP and promotion, to make an application for state and national level awards and for applying for extension of service. At the actual field level it is not an objective appraisal of the teacher's work. The ACR is crucial to the extent that a teacher with unsatisfactory ACR is not considered for promotion.

4.6.2.1.1 ACP and Promotion

ACRS of last five years are taken into consideration for ACP/promotion. If the teacher has more than 50% of the total score, he/she is given ACP/promotion.

4.6.2.1.2 Awards

To apply for State and National award, teachers have to attach last 10-years' ACRs with application for award. Weightage is given, inter alias, to ACRs to compute score for ranking teachers for selection for the award.

4.6.2.1.3 Extension

Although teachers are required to attach ACRs of last years for their case of extension in service after attaining age of 58 years, but no weightage is given to the grading of ACRs.

4.6.2.2 Management of Teacher Appraisal Data

The teachers are required to produce copies of the ACRs filled in the previous years at the time of ACP. Since there is no proper management of teacher related records either at the block or district level, teachers usually get their ACRs reviewed in triplicate.

¹⁹ In Punjab, 5th Pay Commission is implemented w.e.f. Jan 2006 and it goes with 6th pay Commission of the Centre therefore referred to as 6th pay commission in this report. Punjab came into existence in 1966. This was the time when the centre had already implemented the 2nd pay commission. Hence the first pay commission of Punjab implemented in 1968 was equivalent to the 2nd pay commission of the Centre, the 2nd pay commission in the state was equivalent to the third pay commission of the Centre and so on.

One copy is kept at the school level, second copy is sent to the DEO through school head and the teacher keeps the third copy.

4.6.3 Policy on Promotions

There are policy recommendations regarding teacher performance appraisal and promotions. However, in practice whether a teacher will get promoted depends on the availability of vacant positions at the higher level posts, seniority of the teacher, reservations based on subject, gender, caste or disability status and above all, whether higher level of posts exist in the current structure. The policy recommendations on teacher performance evaluation for elementary and secondary are as follows:

4.6.3.1 Elementary

1. Point based evaluation system should be developed to evaluate the performance of the teacher (PEP2011)
2. A separate regulatory authority should be established for monitoring the evaluation, affiliation teacher performance, teacher services, academic atmosphere, basic facilities(PEP2011)
3. All promotions within the service shall be made by selection based on merit and taking into consideration seniority but seniority alone shall not give any right of promotion (Punjab Govt. Gaz. 1978, 1998)

4.6.3.2 Secondary

1. A regulatory body should be established for the conduct of academic and management work in government, aided, non-aided and recognized schools. This authority will decide the entry qualification, salary, fee and service conditions of teachers in these schools. No new school will be opened without prior permission of this body(PEP2011)
2. A teacher should considered for promotion in a subject which they have been teaching since last 5 years and have at least 2nd division masters in that subject(PEP2011)

4.6.3.3 Secondary aided schools

1. Promotion should be decided on the basis of seniority, education related activities, social service activities, results, general conduct, eligibility qualifications, proficiency and loyalty towards duties etc. (PEP2011)

While deciding promotion at the school cadre, only candidates with at least 50% marks at graduation level should be considered for promotion (PEP 2011)

4.6.3.4 Reservation in promotions:

There is 3% reservation quota for blind, deaf and dumb and ortho category employees in promotion (in response to a court ruling CWP no. 22813 of 2013- national federation of the blind, Punjab branch vs. State of Punjab and another- date of judgment 10.11.2013 and instructions from Ministry of Women and child development letter no. 10/13/13-3ZA/1192-99 dtd. 25.11.13)(memo no. 3/38-2011 sec 1(4) dtd. 22nd April 2014).

4.6.4 Inspections

An inspectorate has been established at the state headquarters which inspects schools regularly to monitor proper utilisation of school funds and teaching-learning activities. KIIs claimed that the surprise visits have enhanced the performance of schools. The inspectorate was established during the administration of a particular SPD who was much focussed on maintaining discipline amongst teachers and within schools for better functioning of the system.

The state level teams of the inspectorate work closely with the circle heads and the district and block level officials. KIIs reported that the several science and maths teachers have been incorporated as members of the inspection teams. The strategy and plan for the visit is developed centrally at the inspectorate and the teams are informed about the assigned locations only on the day of their visit. The teachers said that the teachers visiting as part of the inspection visit need to be oriented into CCE and how to observe teachers in the classrooms with small children.

4.6.5 Emerging Issues

1. We are giving weightage to PEP 2011 and PEP 2002 but few amongst the current officers/persons know about it and none of them give it any importance during the discussion.
2. Many teachers voiced differential promotion rule for vocational masters and other master cadre teachers, which has resulted in conflicts and litigations.
3. After unified promotion based on *inter* seniority and no preference being given to gender, many female teachers feel that their scope for promotion has reduced.

4.7 Grievance redressal and Rights of Teachers

The discussions with the teachers and KII reveal that teachers' grievances can be broadly categorised into i) grievances related to cadre management and ii) grievances related to day to day work at school. The school management committee (SMC) is the first line of grievance redress for elementary schools and the school development management committee (SDMC) is the first line of redressal for secondary schools. SMC has to ensure that as far as possible, the teachers are not burdened with non-academic duties other than those specified under section 27 (Punjab Govt. Gaz. (Extra), October 12, 2011; Dept. of School Education, Point 7.c, pg. 458).

District Education Officer shall be the appellate authority for redressal of grievances of the teachers; the state govt. may constitute a School Tribunal at the state level, will be the second appellate authority (Punjab Govt. Gaz. (Extra), October 12, 2011; Dept. of School Education, Point 20.2, 20.3, pg. 461)

The state has also put in place an online system of grievance redressal. An analysis of the grievances and complaints filed online show that majority of the grievances are related to financial aspects of teachers work management. Since most of the teacher grievances are emerging due to bad management of teacher related data and records, financial aspects of their service conditions, making SMC first line of grievance redressal for teacher does not serve any good. The nature of grievances submitted by teachers included- financial issues, lack of clear career path, terms of service and future employment assurance, upgradation of skills (as in case of IERTs).

4.7.1 Citizen charter

The Punjab state government has published the citizen charter²⁰ online at the Punjab school education website. Citizen's charter enlists number of services provided, details of the service, the dealing authority and the response time. This also implies that applications for settling most of the grievances can now be submitted online. The grievance number and an estimated time to redress the complaint are provided upon submitting the application. Complaints against SMCs can also be submitted online.

4.7.2 ePunjab Portal

ePunjab School web portal is online software implemented in about 6250 Middle, High & Senior Secondary Government Schools and 13000 primary government schools for managing information related to Students, Teachers, School Infrastructure, Attendance, Financial transactions etc. The information is updated every month by the school authorities. Three societies viz. SSA (60%), RMSA (20%) and ICT (20%) jointly fund this project.

4.7.2.1 Overview of Some modules of ePunjab School Web Portal

i) Infrastructure Detail

Information related to school infrastructure, building detail and school facilities are captured under this module. Information like status of school building, status of each and every classroom, availability of basic requirements like writing boards, electricity, furniture are covered under the module. Besides, some information related to availability of toilets, drinking water, ramps, computers etc. are also covered under this module.

ii) Staff Management

Information related to teaching and non-teaching staff are captured under Staff Management Module. Every parameter from date of joining to retirement of a staff member and information as required by various branches of education department has

²⁰ http://download.ssapunjab.org/sub/instructions/2014/July/CitizenCharterEnglish21_07_2014.pdf
Last accessed on November 30, 2014.

been covered under this module. This information is widely used for rationalization and transfer of teachers and to access the future requirement of teachers and other staff.

iii) Student Management:

Complete detail of each and every student is captured under Student Management Module. The information is used by various departments to give incentives and other benefits to students under different schemes.

iv) Attendance:

Attendance of the staff as well as students is marked online on daily basis. Various analyses can be done based upon attendance information. Real time reports, in this regard, can also be made available at school, block, district and state level.

v) Hardware Complaints

Various types of gadgets like computers, LCDs, K-Yan/s²¹, and Projectors are provided to school. Whenever any such gadget is malfunctioned in the school, a complaint, in this regard, is registered on the web portal. This complaint is by default marked to concerned district coordinator and the problem is monitored and resolved by the coordinator in a time bound manner. All reported issues and problems are not considered as solved until confirmed by the school authority.

vi) Teachers' Grievance Redressal System

A module has been provided with ePunjab School Web portal where teachers can lodge their Grievances.²² These grievances are marked to the concerned branch of the education department and addressed by the respective branches. The teachers can check the status of their grievance online. All the pending grievances are monitored and reviewed by the higher authority on monthly basis. A screenshot of the grievance redressal online application format is shown here:

²¹ K-Yan (Knowledge Yan) is a compact ICT tool that has been developed by IL&FS Education in collaboration with Indian Institute of Technology, Mumbai. K-YAN is an integrated community computer, which can work a computer, projector, television and can be also used for internet research. K-Yan supports multiple peripherals and enables interactive learning in English as well as in various regional languages.

²² <http://epunjabschool.gov.in/WEBPORTAL/ApplyGrievance.aspx>

vii) Monitoring Unit

MIS units with all required manpower and hardware/software support are very well established at State, District and Block level. Block MIS Coordinator takes care of all the technical queries of school falls under that particular block. Similarly District MIS Coordinator monitors the data entry and updation process of ePunjab School information. All data inconsistency removal and analysis are done by the State and District MIS team. Contact numbers and email IDs are made available on the web portal to facilitate the communication amongst all the concerned officials working at the State, District, Block and School Level.

4.7.2.2 Implementation of ePunjab Portal

Management of teacher related data has been a huge issue in Punjab. Anecdotal narratives from KIIs and by the teachers during FGDs point to the fact that several anomalies crept into the system due to poor management of teacher related data, including service records and due to political interference. The ePortal School web portal is one step towards making factual data available for ready reference for school and teacher cadre management. The project www.epunjabschool.gov.in has won ICT award- eIndia for the year 2012-13 and 2013-14. The overview of modules reflects that there is huge possibility in terms of e-governance. However, there is need to study further that to what extent this e-governance has been effective. We do not have an

assessment of the number of pending cases and nature of the pending grievance redressal cases. It will be too early for us to assume that issues emerging due to poor management of teacher related data and issues accumulated from the past mismanagement and practices will get resolved soon.

4.7.3 Emerging Issues

1. The number of schools and teachers have increased manifold while human and other infrastructure has not increased due to which administration is overloaded and has to prioritise. Also, administrators are burdened with handling legal cases, filing responses and representation in courts. This has resulted in a situation where teachers do not bring their grievances to the administration and prefer to either go on strikes or file legal cases.
2. SMCs are no longer involved in grievance redressal system. Now with shifting of ZP/PRI teachers to the education department, any role of SMC in grievance redressal which was even remotely envisaged has been quashed.

4.8 Teacher Unions strikes and demonstrations

There are as many teachers unions as the categories of teachers. With every scheme introduced and introduction of new category of teacher emerged a union of teachers. Some KIIs who have been associated with recognised teacher unions argued that the government had weakened the collective power of teachers by introducing a variety cadre of teachers. At the same time it seems that each cadre introduced into the system has tried to form a collective and press upon their demands to the government. Not all the unions are formally registered but their existence is mutually acknowledged by other unions which include registered unions. Sometimes the registered and recognised unions join hands with the unregistered unions to support the cause of teachers.

Table 4.17: Recent teacher demonstrations and strikes

Period/date	Teacher Group/Union	Issue
August 2014	PRI teachers union	Absorption in education department
Since 2010	EGS teachers union	Re-Employment as contract teachers post-RtE, relaxation in RtE norms,
April/May 2014	IERTs Union	Issue of vacation, release of salary

Source: FGDs and Field observation

The contract teachers from SSA/ RMSA, ZP/PRI teachers and IERTs shared that their respective unions have to struggle even to get their basic legitimate demands like release of salary heard. As one of the teachers said, ‘Nothing happens here without agitation.’

Box 4.4: Suicides by EGS Teachers

An excerpt from Tehalka 2010-

“She, along with 369 other teachers under a Punjab Government’s Education Guarantee Scheme (EGS), had asked the state to allow them to take their Class 12 examinations again, so they could try and qualify for an Elementary Teachers Training (ETT) course that might land them a government teacher’s job. The EGS paid them Rs 1,100 a month. After ETT they might earn Rs 20,000 a month. Their Class 12 marks were below the cut-off required for the ETT. But because they had put in years as EGS teachers, they wanted another shot. The government refused.

So, on February 7, 2010, Kiranjit and three other teachers climbed an 85 feet high water tank tower near Education Minister Upenderjit Kaur’s home at Kapurthala. They threatened to immolate themselves if their demands were not met. The government did not respond. DSP Bahadur Singh, who was in charge of the 100-odd policemen around the water tank, abused them and told them to stop their “naatak” (drama). There was no going back now. The teachers doused themselves with petrol. They tried to light a match, but the wind blew it out. So they lit a shawl they would set themselves afire with. As the shawl burst into flames, the teachers jumped back in horror. But Kiranjit was already ablaze. She was holding the bottle of petrol in her hands, and the flames engulfed her.

The next day, Kiranjit died. But in death, she spawned a trend. An inquiry against Bahadur Singh was ordered. Kiranjit’s family was given Rs 10 lakh compensation, and her brother a policeman’s job. Most importantly, 369 EGS teachers were allowed to take their Class 12 examinations again to try and enroll in the ETT course — and move closer to employment.”

Source: Tehalka 2010.

The teachers recruited through a common recruitment process in a particular year often form their union by identifying themselves after the number of posts advertised in that particular recruitment. We have not assessed the bargaining power of the recognised and unrecognised unions but we could see example that the government has taken steps towards alleviating grievances of the agitating groups. Two cases can be illustrated here.

The first is the case of ZP/PRI teachers, discussed in previous sections. The long pressing demands from the teachers urging the government to move them to the education department, thus opening promotion avenues have been finally heeded.

The second case is that of EGS teachers who have been agitating since a long time and post RtE who are under threat of going jobless (See Box 4.4).The Punjab government

attempted to convince the MHRD to allow EGS teachers continue work post RtE. However, the request was turned down by the MHRD. In this scenario the government has extended the EGS scheme for another 2 years.

New mandatory provisions (RtE) howsoever forward looking they be, could thus entangle with the policy outcomes of the past (EGS) posing challenge to the identity and existence of the workforce and create conflict of interest. Systems in flux have to address the management issues arising of this conflict.

Chapter 5

CONCLUSIONS AND SUGGESTIONS

Punjab is a state which has bounced back from turbulent period of insurgency in 1980s. The GSDP of the state is gradually increasing and though the debt has increased, the DEBT/GSDP ratio is decreasing. The state expenditure in education under various schemes and programmes is gradually increasing which is reflective in RtE compliance in Punjab. Education department is the highest employer of women and grade A and B employees.

The state is RtE compliant in terms of teacher qualifications and PTR better than the prescribed ratio. Women constitute a large part of the teaching workforce. The state has identified more than 2% CWSN in its population and made provision for the education needs of CWSN by appointing IERTs. Various aspects related to teacher management are under constant reforms but need better structuring and progress.

Absence of recruitment board till recently in 2013 before which period recruitment was being undertaken through recruitment committees constituted for specific recruitment drive has left a burden of lawsuits and litigations on the administration due to lack of transparency, misinterpretation of rules and unclear recruitment conditions in several cases. The commendable aspect is that TET examination has been regularized and proper recruitment board has been constituted. The eligibility of the TET applicants is specified as per the RtE norms.

The transfer policy relevant to the situation and demands of the department is released every year and applications are invited online. However, consultations with the local leadership still play a major role in transfers. Various teachers and school related data is being systematised through the digital portal.

The salaries of contract teachers though not at par with the regular teachers are satisfactory according to the contract teachers. Monetary allowances are given to teachers in the rural areas and also to the teachers in working in big cities to compensate for the locational expenses. Teachers training programmes are regularly organised but lack a long term professional development perspective for teachers. The online system for grievance redressal has been put in place.

Though Punjab has been taking steps towards better organisation of the system, there are gaps and scope of improvement regarding every aspect affecting teachers' working conditions. In the following paragraphs, we present the suggestions as emerging from the analysis of the literature, field data and recommendations from the stakeholders in this research:

1. Assurance of long term stake in the system: The Punjab RtE rules direct that teacher should have long term stake into the system. This can be only ensured through regularisation of contract teacher positions after defining conditions of regularisation at the stage of recruitment.

Unified education cadre with defined path for career growth: All teachers irrespective of the funding from the schemes need to be brought together under one umbrella to create a unified cadre of teachers. This will not only address the issue of wastage and duplication of administrative structure but will also bring coherence to the academic administration of the teachers.

The in-service training also needs to focus continuously on long term perspective building for the profession and developing a professional identity rather than formulating trainings in a piecemeal manner.

2. Assessment of time on task: The teachers have reported that they spend 40% of their time in non- teaching activities. This is demotivating for the teachers. However, at the same time there is no realistic evaluation of the time on task for the teachers working at various locations, various size of schools, teaching at particular age/grade level. There is a need for time on task study so that appropriate recommendations could be made.
3. Rehabilitation plan for the EGS volunteers: The state government has increased the EGS scheme for another two years. However, the government will have to face the issue of many EGS volunteers who have been working in the system long before RtE came in force and do not have RtE compliant qualifications. A long term plan for rehabilitation of the remaining EGS volunteers need to be developed by the state government.
4. Creating a district level/state level pool of surplus teachers: a district /state level pool of surplus teachers as also recommended by the rationalisation policy of

2012 if considered can address the issue of oversupply of teachers in some locations and undersupply in other locations due to fluctuating enrollments.

5. Study on e-governance design and implementation: The ePunjab portal has now systemized the school related data and started an online grievance redressal mechanism. The government has also announced citizen's charter to ensure accountability. A study to understand the design and implementation of the system of e-governance in Punjab education department need to be taken to understand the extent to which it has addressed the pressing issues of redressal of teachers' grievances, thus ameliorating their working conditions.
6. Putting SMC back into the loop: The online system of grievance redressal has snapped the cord between SMCs and teachers while the RtE has envisaged role of SMCs in ensuring that the teachers are able to do their work without obstacles. SMCs also do not figure anywhere in the teacher performance appraisal system. The state government needs to bring SMCs and teachers together by orienting and strengthening SMCs in addressing school related issues so that the teachers feel supported by SMCs.
7. Incorporating CCE into teaching practice: RtE mandates that all schools in the country implement CCE. CCE is a system of continuous evaluations of a child's learning through an activity based assessment in the classroom. However, the teachers in our discussed CCE as another form of record keeping, thus increasing their workload. Orientation of teachers into the RtE act and pedagogical importance of CCE is needed so that teachers also start looking at their practise in an integrated manner in relation to children's learning and not as some work load. This can also be addressed by timely induction training of the new recruits. The inspection teams also need to be oriented into looking beyond verifying cumulative record keeping when visiting teachers in the classroom.
8. Orientation for multi-grade teaching: The structural arrangements of funding that group learners into an age-grade matrix create logic where education systems struggling with resources begin to view multi-grade classrooms as a constraint rather than a pedagogic choice. The teachers teaching at primary level expressed the need of orientation into teaching in multi-grade classrooms.

9. Support for small schools: The teachers working in small schools emphasised the dire need of appropriate infrastructure and human resource support for non-teaching activities at the school level.
10. Convergence of schemes and programmes into unified plans: The categorization of teachers according to the schemes and programmes launched has created scope for wastage due to duplication of management and administrative structures without adequate resources. This has also resulted in absence of clear path of career growth for some categories of teachers. Thus while system by and large has increasing expenditure and has good RtE compliance, it also has a pool of disgruntled teachers. This situation might be addressed by convergence of all schemes and funds under the umbrella of Punjab state government's department of education. The convergence will reduce disparity and allow scope for advocacy of comprehensive sector plans.

In conclusion, the education system in Punjab is getting reorganised at a fast pace and striving to become better. Punjab is taking some important strides towards better management of school education. The recent decision to bring ZP/PRI teachers into the fold of education department is such one step forward in this direction. However, as discussed above, there is scope for improvement regarding several aspects and the need for some further studies.

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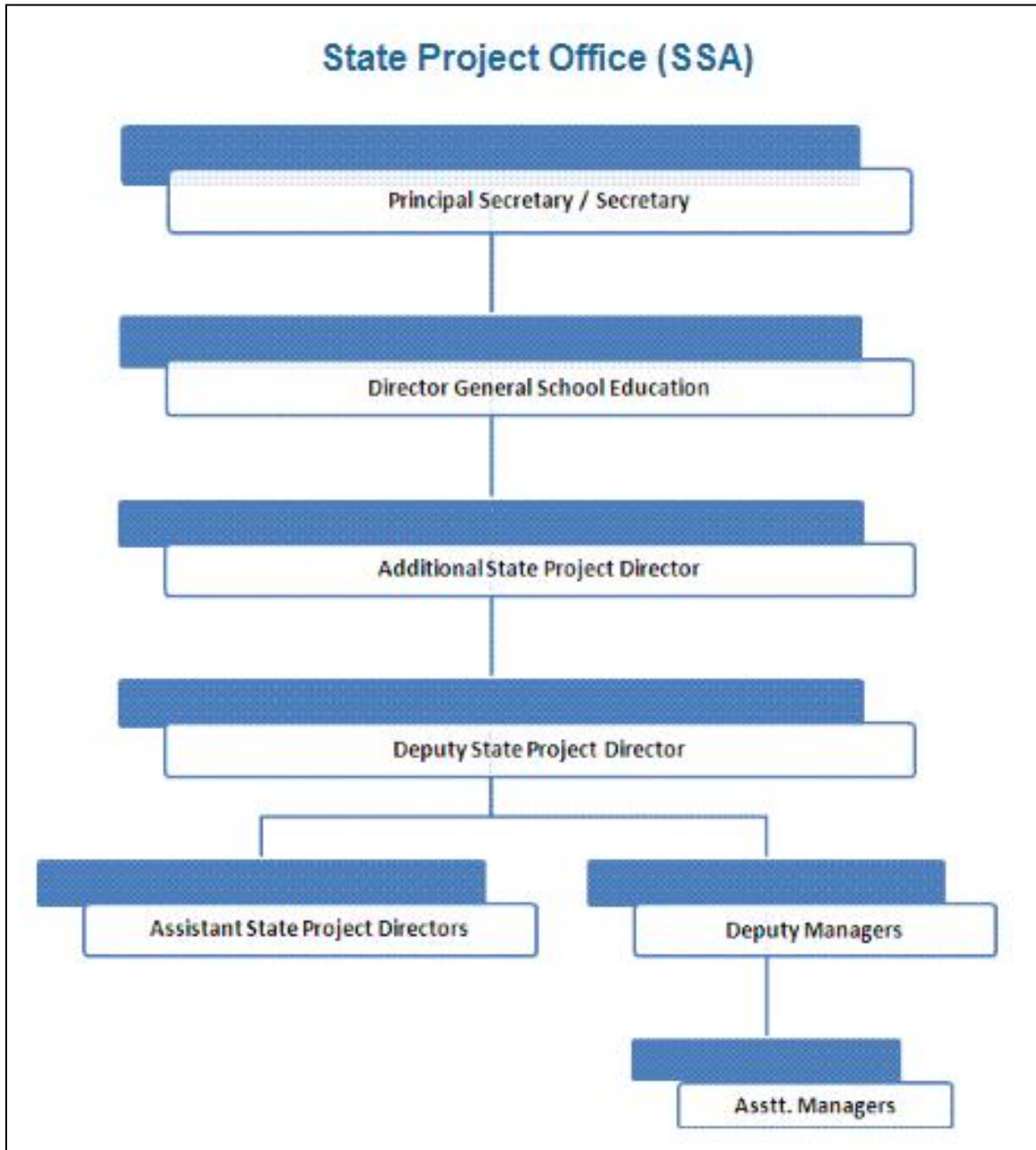
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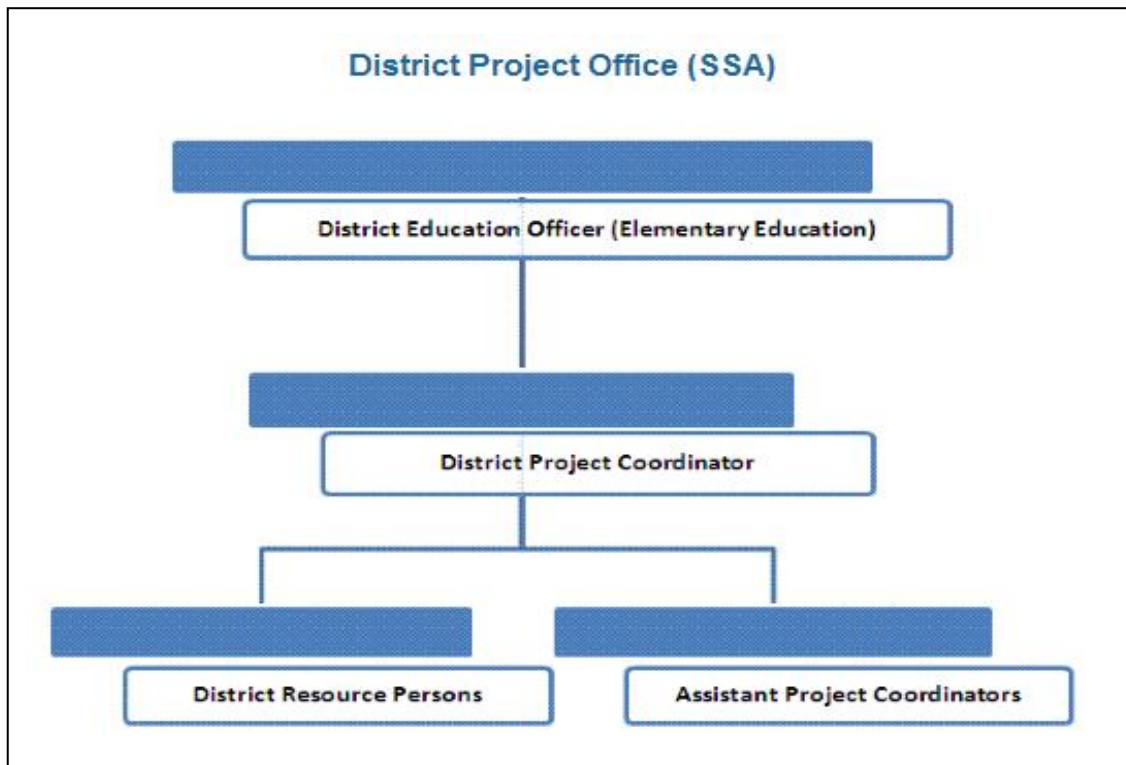
Annexure 1

Administrative structure of SSA and RMSA at State and district level

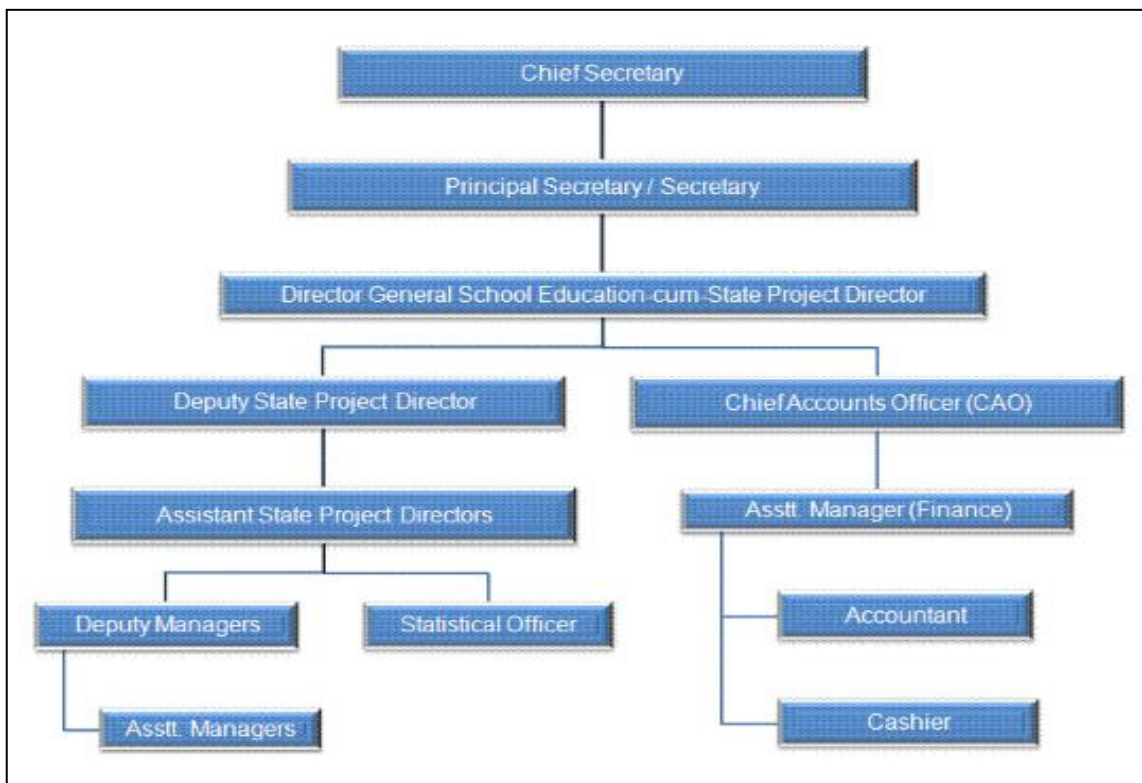
1 A: Administrative Structure of SSA at state level



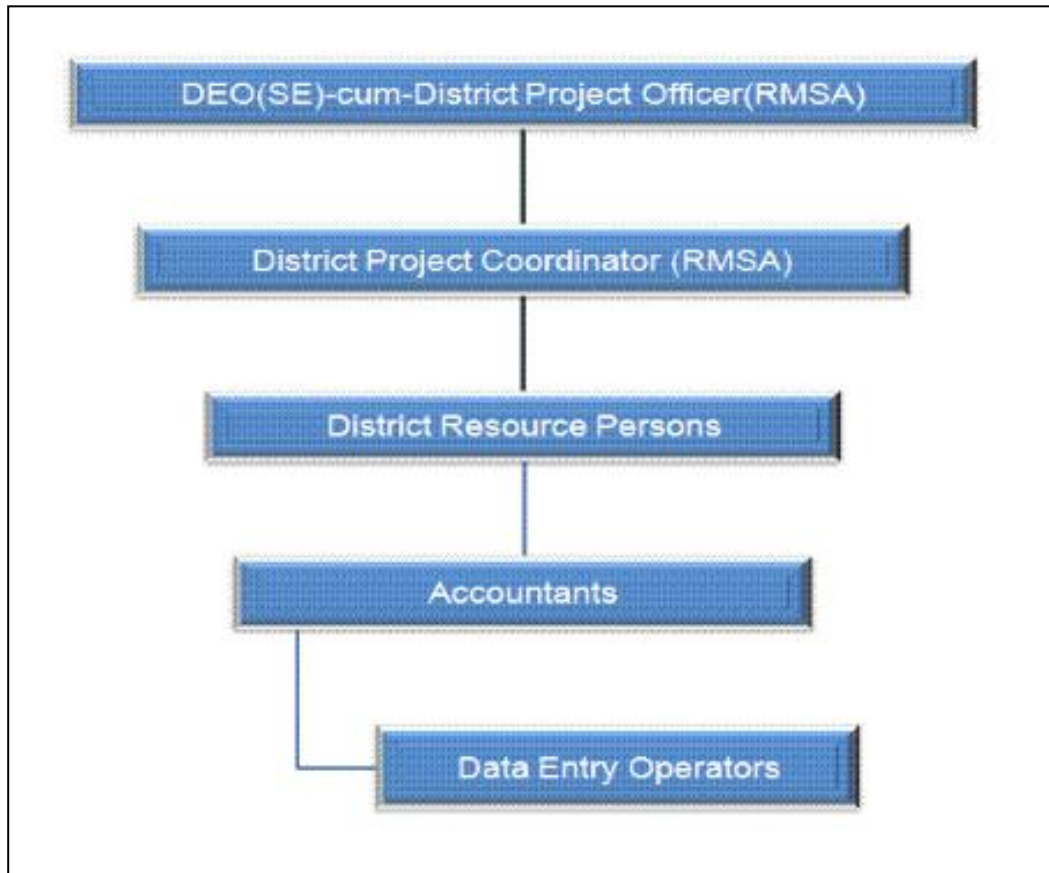
1 B: Administrative structure of SSA at district level



1 C: Administrative structure of RMSA at state level



1 D: Administrative structure of RMSA at district level



Annexure 2

List showing reservation in respect of different categories in 100 point roster

Point	For which category is reserved	Point	For which category is reserved
1	S.C.	2	General
3	General	4	General
5	S.C.	6	General
7	E.S.M.	8	B.C.
9	S.C.	10	General
11	Handicapped	12	General
13	S.C.	14	E.S.M.
15	General	16	B.C.
17	S.C.	18	General
19	General	20	General
21	S.C. (E.S.M.)	22	General
23	Sportsman	24	B.C.
25	S.C.	26	General
27	General	28	E.S.M.
29	S.C.	30	General
31	General	32	General
33	S.C.	34	General
35	B.C. (E.S.M.)	36	General
37	S.C.	38	General
39	General	40	Handicapped
41	S.C. (Sportsman)	42	B.C.
43	General	44	B.C.
45	S.C.	46	General
47	General	48	B.C.
49	S.C.	50	General
51	General	52	General
53	S.C. (E.S.M.)	54	General
55	General	56	B.C.
57	S.C.	58	General
59	General	60	E.S.M.
61	S.C.	62	General
63	Freedom Fighter	64	B.C.
65	S.C.	66	General
67	E.S.M.	68	General
69	S.C.	70	General
71	Handicapped	72	B.C.
73	S.C. (E.S.M.)	74	General
75	General	76	General
77	B.C.	78	General
79	General	80	B.C.(E.S.M.)
81	S.C.	82	General
83	General	84	General
85	S.C.	86	General
87	General	88	B.C.
89	S.C.	90	General
91	General	92	General
93	S.C.	94	General
95	General	96	B.C.
97	S.C.	98	General
99	General	100	General

Annexure 3**Teachers Elected as MLAs in Punjab**

Not many teachers have been elected MLAs in Punjab and very few of them became ministers. Here is the list of MLAs whose profession was teaching before coming to active politics in Punjab.

Name	Party	Category of Teacher	Portfolio
S. Sewa Singh Sekhwan	Akali Dal	Art & Craft Teacher in govt School in Gurdaspur	Revenue Minister as well as Education Minister
Dr. Upenderjit Kaur	Akali Dal	Professor in Economics Punjabi University Patiala	Education minister as well as Finance Minister
S. Avtar Singh Brar	Congress	JBT Teacher in Govt School Faridkot	Education Minister
S. Lakhbir Singh Randhawa	Congress	JBT teacher in Govt School in Gurdaspur	Education minister
Laxmi Kant Chawla,	BJP	Lecturer, DAV College Amritsar	Health Minister
Master Mohan Lal,	BJP	Master in Aided School in Gurdaspur	Transport Minister
Master Jagir Singh	Congress		Transport minister

Source: KIIO 15 and FGD 6

Four of the seven ministers with teaching profession background have been education ministers in the cabinet of Punjab but none of them has done anything exceptionally different for education while they were education ministers.

Annexure 4 A

A.C.R. Proforma for Master/Mistress/Lecturers (upto-2004)

PUNJAB EDUCATION DEPARTMENT

Govt..... School..... District

1. Name & Designation of the Teacher
.....
2. Father/Husband's Name
.....
3. Date of Birth
.....
4. Date of Joining in this cader
.....
5. Date of Joining in Govt. Service
.....
6. Seniority No. Grade
Cadre.....
7. Is his/her work satisfactory
.....
8. Result:-

Examination	Class taught	Subject taught	No. of students appeared in exam	No. of students qualified exam	Pass %age	Board %age	+ve/-ve

9. Personality and Ability of a teacher
 - a) Create environment about teacher
.....
 - b) his/her knowledge of subject
.....
 - c) Use of Blackboard & Teaching Aids
.....
 - d) Writing Teacher's Dairy on the basis of syllabus
.....
10. Activities in the school
 - a) Scouting/Guiding/First Aid
.....

- b) Plantation
.....
- c) To improve rate of admission in age group 11-14 and 14-17 than the previous years
.....
- d) Sports Achievement
.....
- e) Participation in Declamation contest, Debate & other activities
.....
- f) Taking interest in Parent-Teacher Association
.....
- g) To make school complex beautiful
.....
- h) Implementation of educational schemes
.....
- i) Participation in Red Cross activities
.....
- j) Introduce small saving scheme
.....
- 11. Individual Behaviour
 - a) Behaviour of a teacher
.....
 - b) Relationship with general public and parents
.....
 - c) Relationship with subordinates
.....
 - d) relationship with students
.....
 - e) Participation in Seminars, Writing Essay, Books etc.
.....
- 12. Is employee working in Punjabi ?
.....
- 13. Defect if any
.....
- 14. General Remarks and evaluation
.....

Evaluation: Outstanding/Very Good/Good/Average/below average.

Signature of School Head

Annexure 4B

**Performa for Annual Confidential Report of Teacher (2005-2011)
EDUCATION DEPARTMENT, PUNJAB**

Performa for Annual Confidential Report of Teacher

Session: _____

A) Personal Profile of Teacher

1. Name
.....
2. Date of Birth
.....
3. Father's Name
.....
4. Designation
.....
5. Name of School
.....
6. Educational Qualification
.....
7. Grade
.....
8. Cadre
.....
9. Basic Pay on 1st April
.....
10. Seniority No.
.....
11. Date of joining in present Cadre
.....
12. Date of joining in Govt. Job
.....

B) Result of Teacher:

Examination	Class taught	Subject taught	No. of students appeared in exam	No. of students qualified exam	Pass %age	Board %age	+ve/-ve	Marks obtd. according to column 'E'

C) To Increase level of Education

1. Teacher dairy 1/2 marks
2. Checking of Note Books 1/2 marks
3. Evaluation of students/class test/term test 1 mark
4. Use of teaching aid 1 mark

D) Other Activities

- | | | |
|-----|---|---------|
| 1. | Progress and maintaining basic structure of schools | 1 mark |
| 2. | Contribution in organizing school functions | 1 mark |
| 3. | Contribution in morning assembly | 1 mark |
| 4. | Special responsibility (class incarge, fund incarge, N.C.C., Scouting, N.S.S, Guiding & overtime of teaching | 2 marks |
| 5. | Contribution for beautification of schools/protection of environment | 1 mark |
| 6. | Contribution to organize students activity like sports/science fair etc. at school/tehsil/district/state/national level (1+1+1+1+1) | 5 marks |
| 7. | Any Educational Writings (with proof) | 1 mark |
| 8. | Using new educational techniques | 1 mark |
| 9. | Any other new teaching aid invented during the academic year | 1 mark |
| 10. | Discipline/Punctuality | 1 mark |
| 11. | Reading of books, magazines etc. regarding subject to increase knowledge | 1 mark |
| 12. | Except subject. Reading of books, magazines etc. regarding subject to increase knowledge, give reason | 1 mark |
| 13. | Any paper or articles published by teacher | 1 mark |
| 14. | Any award at block/tehsil/state level | 1 mark |
| 15. | Relations with subordinate | 1 mark |

E) Process of Evaluation of Teacher

Total marks=10

- | | | |
|----|--|-----------------------------------|
| 1. | Marks obtained if result is up to Board result = | 50 marks |
| 2. | Average pass %age = | x |
| | Board pass %age = | y |
| | Marks secured by Teacher (out of 50) = | 50* x/y |
| 3. | Marks secured by Teacher (out of 10) = | 10*Teacher pass%/100-Board result |
| | For 100% result = | 10 marks |
| 4. | If teacher is not teaching any Board Class during the academic year then the result of 6 th , 7 th class should be compared with 8 th class result of Board Class & result of 9 th class with Board's 10 th class result. | |

F) For qualitative analysis maximum marks secured = 17 marks

- | | | |
|----|--|-----------|
| 1. | If more than 10% of total students got 1 st division than marks secured = | 4 marks |
| 2. | If more than 20% of total students got 1 st division in a particular subject than marks | |
| 3. | | = 8 marks |
| 4. | If more than 30% of total students got 1 st division in a particular subject than marks | |
| 5. | | =12 marks |
| 6. | If 1 or more than 1 student is securing more than 75% marks in subject than marks | |

7. = 1 mark
8. Any student securing more than 75% marks in a subject and achieving position in top 20 students in a district = 2 mark
9. Any student securing more than 75% marks in a subject and achieving position in top 20 student in a state = 2 marks
- G) Special Report**
1. Does teacher work in Punjabi = 2 marks
2. Teacher takes tuitions = 2 marks
3. Any punishment during academic year = 2 marks

Note: If any of the above report is negative than deduction of marks for each should be done.

Total marks secured = C+D+E+F-G

H) Evaluation of Teacher

Marks 81 to 100	Outstanding	A+
Marks 61 to 80	Very Good	A
Marks 41 to 60	Good	B+
Marks 21 to 40	Average	B
Marks 0 to 20	Below Average	C

Signature of Teacher

Signature of School Head with Seal

Annexure 4C

Performa for Annual Confidential Report of Teacher (2011 onwards)

**SCHOOL EDUCATION DEPARTMENT, PUNJAB
Self Appraisal Form**

**PART - 1
Personal Data**

1. Name of Official/Employee
2. Date of Birth
3. Designation
4. Present Grade, Date of Appointment & Grade
5. Period of absent from duty during the year (Training Period etc. be clarified)

PART - 2

Self Evaluation (Official/Employee whose report is being written):

1. Brief description of duty

2. Description of work done from _____ to _____ (not more than 100 words)

**Place:
Date**

**Signature
(whose report is being written)**

PART - 3
Evaluation from Official

Please read instructions before filling the Report

1. Marked grading/grading should be awarded by Reporter/Reviewer accordingly:
 - a) Evaluation of work done (this part contains 40% weightage)

Sr. No.		Maximum Numerical Grading	Awarded numerical grading by report official	Signature of reporting official	Revised grading by reviewing official if he/she is not agree with Column No. 3	Signature of reviewing official
1.	Achievement in allotted tasks	0-8				
2.	Does employee work in Punjabi?	0-8				
3.	Quality of work	0-8				
4.	Typing speed of type/computer and accuracy	0-8				
5.	Efficiency (Maintaince of Register/Charts etc.	0-8				
6.	Grand Total of 1 to 5 (over all grading)	40				

- b) Personal qualities/evaluation of characterises (this partcontains 30% weightage)

Sr. No.		Maximum Numerical Grading	Awarded numerical grading by report official	Signature of reporting official	Revised grading by reviewing official if he/she is not agree with Column No. 3	Signature of reviewing official
1.	Attitude towards work	0-4				
2.	Sense of responsibility	0-4				
3.	Capacity to do work in time	0-4				
4.	Capacity to explain	0-4				
5.	Capacity to analyse	0-4				
6.	Capacity to work as team	0-4				
7.	Maintaining discipline	0-3				
8.	Inter personal relations	0-3				
9.	Overall grading based on personal qualities (Total 1 to 8)	30				

- c) Evaluation of capacity of doing work of employee/official (this part contains 30% weightage)

Sr. No.		Maximum Numerical Grading	Awarded numerical grading by report official	Signature of reporting official	Revised grading by reviewing official if he/she is not agree with Column No. 3	Signature of reviewing official
1.	Knowledge of procedure of work and their right use.	0-8				
2.	Capacity of co-operation	0-8				
3.	Initiation	0-7				
4.	Efficiency of doing work at computer	0-7				
5.	Overall grading on ability of doing work (Total 1to4)	30				
6.	Total percentage obtained in part a, b and c	100				

Note: Overall grading will be based on the ration fixed in proportionate ration indicators.

PART - 4

General

- Public access (wherever applicable). Kindly give comments on his/her public accessibility and responsibility shown towards public responsibility.

- Training (recommendation for training to improve the efficiency of work and capacity of the employee keeping in the view the nature of work to be allotted to official/employee).

3. Health status.

4. Comments on integrity of the official/employee.

5. Reporting official's comments on strengths & weakness of the employee/official: His/her extraordinary achievements/abilities, weakness, relation and behaviour towards weaker section (in 100 words).

6. Overall grading and rating according to the weightage given in a, b and c of Part-3 of the report.

Rating to be given

Place:

Date:

Signature of the Reporting Official

Name

Designation held during
the period of report

PART - 5

Remarks of Reviewing Official

1. Length of service under Reviewing Official during the period of report.

2. Do you agree with the report of the work done and his/her qualities as evaluated by the official in Part-2. If not, record your assessment in the concerned column of part 3 & 4.

3. Give reasons if you disagree with it. Do you want to improve it or want to add something therein?

4. Brief remarks (in about 100 words) regarding overall qualities, capabilities, incapacities and attitude of the employee/official towards the weaker section of society.

5. Overall grading and rating according to the weightage given in a, b and c of Part-3 of the report.

Rating to be given

Place:

Date:

Signature of the Reviewing Official

Name

Designation held during
the period of report

PART 6

From Reporting Official to Sanctioning Official/Reviewing Official will do overall numeric grading and rating in a, b and c in Part-3 according to numeric grading and rating.

Rating to be given

Place:

Signature of the sanctioning authority

Date:

Name

Designation held during
the period of report

Note:

1. If the sanctioning officer wants to give any remarks, he can add in the above space.
2. In the APAR Performa, the rating should be done according to the percentage as written below:

Grading	Rating
81-100%	Excellent
61-80%	Very Good
51-60%	Good
31-50%	Average
30% or below	Less than average