



National Study on Working Conditions of Teachers: Karnataka State Report

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

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Chapter 1: Introduction

1.1 Introduction

Teacher motivation, commitment and accountability are as important as teacher competence and subject knowledge. An Organisation for Economic Co-operation and Development (OECD) study done in middle-income countries suggests that a combination of increased financial investment, curricular reform, teacher training initiatives and institutional reforms improves teacher motivation and accountability (Organisation for Economic Co-operation and Development, 2010).

Although it is difficult to find evidences of a direct relationship between learning outcomes and teacher motivation, especially in the context of developing countries, there is sufficient literature (e.g. Organisation for Economic Co-operation and Development, 2010; Centre for Budget and Policy Studies, 2011; SSA & EdCIL., 2007; Ramachandran, V., Pal, M., Jain, D., Shekar, S., & Sharma, J., 2005; Ololube, N. P. (un-dated); NGO Education Partnership (NEP), 2008; Khan, T. (not-dated); Javaid, N., 2009; Duflo, E., Hanna, R., & Ryan, S. P., 2008; Deci, E. L., Koestner, R., & Ryan, R. M., 1999; CfBT Education Trust and VSO., 2008) that links quality of education directly with either teacher motivation or components that are known to impact teachers' motivation. For example, in a study that covered more than 200 teachers in Indonesia, it was established that there was a clear correlation between work motivation and teacher's work performance (Mustafa & Othman, 2010). In the same study by Mustafa and Othman, teacher motivation was measured on the basis of (a) will to work; (b) initiative when working; (c) professional accountability; (d) working spirit; and (e) working diligence. Teacher performance was measured by (a) teaching planning; (b) learning process; (c) evaluation implementation; and (d) remedial and reinforcement. The results indicate that work motivation contributes 61 per cent to teacher's work performance. Based on their review of the evidences available for quality of education in Asia, Chapman and Adams (2002) have expressed serious concerns about low teacher motivation and high absenteeism as a deterrent to achieve higher quality in education in the region.

Similarly, a Centre for Budget and Policy Studies study on Teacher Motivation in Bihar (Centre for Budget and Policy Studies, 2011) revealed that school environment and leadership (support from Head Master and community), structured recruitment, salary, payment processes, nature of employment and transfer policies, rewards and appraisals and systematic redressal mechanisms contribute to a motivated teaching environment. In India, the function of teacher management (in terms of recruitment of regular and contractual/para teachers,

transfer, deployment/re-deployment of contractual teachers, minimum qualifications for teaching different class/grade, in-service training, professional growth aspects etc.) was decentralized to the state level after the 42nd Amendment to the Constitution (GoI, 1976) in which Education was added in the Concurrent List.

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

Steps to achieve Universalisation of Secondary Education (USE) are being implemented through the Rashtriya Madhyamik Shikshan Abhiyan (RMSA). RMSA, a nation-wide scheme launched in 2009, has laid out certain overarching norms to be adapted by states, as per their needs and status of secondary schools. States are expected to provide a secondary school within a reasonable distance of any habitation (5km for secondary school and 7-10 km for higher secondary schools), equitable access to weaker sections of the society (which includes girls, educationally backward sections, physically challenged, marginalized categories, rural population), presence of separate toilets for girls and boys, libraries and laboratories for students and teachers and adequate infrastructure such as Blackboard, furniture etc. (GoI, not-dated). It also includes guidelines for state governments to make rational policies for teacher recruitment, deployment, training, remuneration and career advancement of secondary school teachers (GoI, not-dated; MHRD, 2013).

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

1.2 National Study on Working Conditions of Teachers

National University of Educational Planning and Administration (NUEPA) had initiated a nine-state national study on working conditions of elementary (only government) and secondary (government and aided) school teachers. The aim of this study was to document

and analyze the recruitment and deployment policies and practice, salary and working conditions (transfer, postings, professional growth and development) of all categories of teachers (regular and contract teachers) working in the government schools at two levels: elementary and secondary. This study was conducted in three phases: desk review of existing materials on teacher management and development; in-depth exploration of issues identified and dialogues at several levels to find possible solutions.

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

1.3 Methods used for conducting the study

The following methods were used to conduct the study:

- a. Extensive desk review of materials: All documents related to teacher recruitment, transfer, salary, appraisal, professional growth and other aspects related to teacher management and development were procured and reviewed.
- b. Secondary Data Analysis: Profiling of teachers has been done using the secondary data sources of DISE (District Information for School Education) and SEMIS (Secondary Education Management Information System).
- c. Semi-structured Interviews with key informants at state level: Interviews were conducted at the State level with officials from Department of Public Instruction (DPI), Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), Department of School Educational Research and Training (DSERT), Centralised Admission Cell (CAC) and Registered Teachers Associations (Primary and Secondary) to understand various processes undertaken and issues/challenges faced at different levels for managing different facets of teacher management/development. In total, twelve individuals were interviewed at the state level (some of them were interviewed twice).

Table 1.1: Synopsis of interviews conducted at state level

Post	Specific Section	Number of Interviews
Commissioner	Department of Public Instruction	1
Director	Primary Section and Secondary Section, Department of Public Instruction	2
Deputy Director	Primary Section, Department of Public Instruction Centralised Admission Cell (CAC)	1
Senior Assistant Director	Secondary Section, Department of Public Instruction	1
Superintendent	Grants-in-Aid Section, Department of Public Instruction	1
Senior Assistant Director	SSA and RMSA, Department of School Education Research and Training	2
Program Officers	SSA	2
Elected Representatives	Karnataka State Primary School Teachers Association (KSPSTA)	1
Programme Officer	Management Information System	1

- d. Semi-structured Interviews with district level informants: District level interviews were conducted in the offices of Deputy Director of Public Instruction for Davangere, District Institute of Educational Training (DIET) and with block-level officers (administration and development) in two sample blocks. Davangere was selected as the sample district for this study. This selection was done in consultation with state level officials as well as a comparison of district and state level education indicators to ensure that the sample district is representative of the State.

Table 1.2: Synopsis of interviews conducted at district level

Post	Specific Section	Number of interviews
Deputy Director (Davangere)	Administration and Development, Department of Public Instruction	2
Vice Principal	District Institute of Educational Training (DIET)	1
Block Education Officers	Department of Public Instruction	2
Block Resource Coordinators	SSA and RMSA	2

- e. Focus Group Discussions (FGDs): At the block level, FGDs were conducted with teachers from primary and secondary schools. Two FGDs were conducted with elementary schools teachers while one was conducted with secondary school teachers. One FGD included teachers from both elementary and secondary schools.

Table 1.3: Details of FGDs conducted

	School Type	Number of Teachers	Male/Female
FGD I	Secondary School Teachers	5	All female
FGD II	Primary and Upper Primary School Teachers	5	All female
FGD III	Primary Schools (3), Upper Primary Schools (2), High School (4)	9	6 Male 3 Female
FGD IV	Primary and Upper Primary Schools	8	3 Male 5 Female

- f. **State level Discussion Workshop:** After completing the review of the documents, semi-structured interviews and group discussions, a state-level discussion workshop was conducted to present the major findings and suggestions. The participants included state and district officials, teachers' association representatives along with scholars and NGOs that work on teacher management aspects in the state. Inputs from the workshop have been incorporated in this report.

1.4 Structure of the Report

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

Chapter 2: Profile of Teachers in Karnataka

Teachers in Karnataka form a varied group based on their educational and socio-economic backgrounds. Affirmative action based reservation for disadvantaged sections (backward castes, physically handicapped, rural candidates, women, and economically backward communities) ensure an inclusive and diverse composition of teachers in the schools.

2.1 Administrative and academic support structures for teachers in Karnataka

A basic understanding of administrative and academic structures facilitates the analysis of processes. Table 2.1 highlights the administrative and academic support structure for teachers in Karnataka.

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

Level	Political/Local Bodies	Administrative	Academic Support
State	State Ministry of Education	Secretariat/Directorate of Education	Department of School Education Research and Training (DSERT)
District	Zilla Panchayat	District Education Office	District Institute for Educational Training (DIET)
Taluk/Block	Taluk Panchayat	Block Education Office	Block/Cluster Resource Centres
Sub-taluk/block	Gram Panchayat*	Headmaster	Teacher

Source: Adapted from Jha, Saxena, and C.V.Baxi (2001)

*School Development Monitoring Committee for Elementary Schools as mandated by the Right to Education Act 2009. A detailed organogram of the Department of Public Instruction in Karnataka is given in Annexure I.

Educational administrators and teachers in Karnataka are divided into 3 different cadres known as A, B and C groups, and A is the highest and C is the lowest group. Teachers (Government and Aided Schools) belong to Group C cadre of civil services while Head Master/Mistress (HM) belongs to Group B cadre. These cadres largely define their recruitment and transfer processes, pay scales, leaves available, promotion and career advancement in the system.

Karnataka follows a system of seven years of elementary schooling where the first four years comes under primary and the next three years under upper-primary. The upper primary is generally referred as higher primary in the state but in this report, the term 'upper primary' has been used because it is a more widely known terminology. Following RTE implementation, the state has upgraded its primary level to include grade V and the upper primary level to include grade VIII. However, many schools are still in a transition phase.

Table 2.2: An overview of Teachers and HMs in Karnataka

Post	Cadre	Class Taught	Minimum Educational Qualification
Primary School Teachers	Group C	Class 1 to 5	Class XII + D.Ed./TCH
Upper Primary School Teachers		Class 6 to 8	Class XII + D.Ed./TCH; subject-wise posting based on subjects taken in Class XII ¹
High School Teachers		Class 9 to 10	B.A/B.Sc. + B.Ed.
Primary School HM	Group B		Solely based on Promotion
High School HM			Karnataka Education Service Examination to be cleared (for 25% of seats) and Promotion of High School Teachers (for 75% of seats)

2.2 Elementary School Teachers

There are close to 3.9 lakh teachers in the state (including those who teach in private and unrecognized schools; fulltime and honorary² teachers). About 40 per cent of these teachers teach in government and aided schools. Almost 50 per cent of these teachers teach in schools, which have both primary and upper primary classes. 18 per cent of these teachers represent the Schedule Caste (SC) and Scheduled Tribes (ST). As per rules, 15 per cent seats are reserved for SC candidates and 3 per cent for ST candidates (GoK, 2011a) and 50 percent seats are reserved for women (GoK, 2013i).

Table 2.3: Total number of elementary school teachers in Karnataka in 2011-12

Total Number of Teachers	P (class 1 to 5)	P + UP (class 1 to 8)	P+UP+Sec/HS (class 1 to 10)	UP only (class 6 to 8)	UP + Sec/HS (Class 6 to 10)	Total
Government Teachers	47,494	1,37,239	1,333	1,026	41,589	2,28,681
Private teachers	13,440	57,874	35,765	697	50,545	1,58,321
Madrasas & Unrecognized	73	45	10	0	0	128
Total	61,007	1,95,158	37,108	1,723	92,134	3,87,130

Source: DISE 2011-12 (provisional); P: Primary; UP: Upper Primary; Sec: Secondary; HS: High School

¹ For the last round of recruitment in 2009, PUC/Class XII and D.Ed. was the minimum educational qualification required for recruiting elementary school teachers. Subject-wise teachers were recruited for upper primary schools utilizing the stream/subject studied in class XII/PUC as basis. Recently, an amendment to the Cadre and Recruitment Rules has been proposed, changing the minimum educational qualification for upper primary school teachers to BA/BSc and D.Ed. Based on this proposal, two separate papers were undertaken for the newly introduced Teacher Eligibility Test (TET) conducted in June 2014. Paper I was conducted for primary school teacher aspirants with minimum educational qualification of PUC/Class XII and D.Ed. while Paper II was conducted for upper primary school teacher aspirants with minimum qualification of BA/BSc and D.Ed. This is as per the Right to Education and National Council of Teacher Education norms. However, the recruitment process is awaiting the approval of the amendment of rules.

² Honorary Teachers is the title given to Guest Teachers in the State. These teachers are hired for a single academic year, based on need and vacancy available. Usually, they are retired teachers hired by Zilla Panchayat/Taluk Panchayat.

Table 2.4: Sex-wise segregation of elementary school teachers in Karnataka in 2011-12

	P (class 1 to 5)	P + UP (class 1 to 8)	P+UP+Sec/HS (class 1 to 10)	UP only (class 6 to 8)	UP + Sec/HS (Class 6 to 10)	Total
Regular Teachers: Male	29,562	83,976	8,961	631	58,579	1,81,709
Regular Teachers: Female	30,874	1,09,893	27,912	1,050	33,266	2,02,995
Contract Teachers: Male	245	506	47	12	180	990
Contract Teachers: Female	326	783	188	30	109	1,436
Total	61,007	1,95,158	37,108	1,723	92,134	3,87,130

Source: DISE 2011-12 (provisional)

The basic qualification required for an elementary teacher in Karnataka is Class XII/PUC (Pre-University College) and D.Ed. Despite this basic qualification requirement, a small percentage of teachers in the state have educational qualifications below the minimum level. This group includes mainly senior teachers who are on the verge of retirement³.

Table 2.5: Teachers by their educational qualification (Elementary) in 2011-12

Educational Qualification	School Type						Total
	P (class 1 to 5)	P + UP (class 1 to 8)	P+UP+Sec/ HS (class 1 to 10)	UP only (class 6 to 8)	UP + Sec/HS (Class 6 to 10)	Contract*	
Below Secondary	822	1,946	438	7	435	48	3,696
Secondary	13,221	49,248	3,137	320	6,959	322	73,207
Higher Secondary	31,169	88,402	5,800	444	3,684	965	1,30,464
Graduate	11,121	36,181	15,490	519	40,293	659	1,04,263
Post Graduate	2,717	13,206	9,853	303	36,281	284	62,644
M.Phil	356	1,075	451	11	750	73	2,716
Others	929	3,706	1,592	57	3,319	75	9,678
No Response	101	105	112	20	124	0	462
Total	60,436	1,93,869	36,873	1,681	91,845	2,426	3,87,130

Source: DISE 2011-12 (provisional)

* There are no contract teachers as per the State rules and might be indicative of honorary teachers (appointed for a single academic year).

The overall Pupil Teacher Ratio (PTR) situation is very comfortable in the state, both at primary (15.99) and upper primary levels (26.22)⁴ (SSA-KA, 2011-12). However, individual schools do not always fulfill the requisite norms at respective levels. According to DISE (2012-13), 22.32 per cent of primary schools in Karnataka have Pupil Teacher Ratio (PTR) >

³ Till 1986, relaxation in educational qualifications was practiced in the State. Untrained teachers were recruited, especially those belonging to weaker and disadvantaged sections. However, this practice was discontinued after the adoption of National Policy on Education (GoI, 1986) but these teachers still remain in the system. Assuming that they entered the service at 18 years, the last batch of untrained teachers will retire latest by 2028, until and unless they acquire higher degrees while in service.

⁴ For Education Department Schools

30 and 21.87 percent upper primary schools have PTR > 35. Among the government schools, 16.79 percent primary schools and 14.59 upper primary schools have PTR > 30 and PTR > 35 respectively. This situation exists due to the current practice of the department, which uses 40:1 PTR for estimating required number of teacher posts in a school. Furthermore, 15 per cent of primary schools in Karnataka (DISE, 2012-13) are single-teacher schools, which poses a serious problem especially when teachers are on leave or are sent for training. About 8 per cent of these single-teacher schools have enrolment equal to/greater than 15 students. In a recent announcement, the Ministry of Education issued a statement saying that 16,000 primary and upper primary teachers would be recruited in 2014 (Hindu, 2014). It is believed that after the completion of this recruitment process, there would be no vacant teachers post in the state.

In addition, lack of administrative support structures in schools (due to absence of HM's post or vacant HM post) poses a challenge for teachers. This is because a large number of primary-only schools are very small schools. As per the norm, HM's post can be sanctioned only if there are a minimum of 120 students in a school. Only 20.08 percent primary-only schools have more than 150 student enrolments and hence, have been sanctioned HMs post. Similarly, only 51 percent upper primary schools have more enrolment above 100 students and therefore, have been sanctioned HM post (DISE, 2012-13). As a result, there are 1,800 vacant HM posts in upper primary and 490 vacant non-graduate HM posts in primary school in the state (Department of Public Instruction, GoK). A proposal to modify the current norm for HM post has been submitted by the Department. In the proposal, recommendations have been made to reduce the enrolment norm from 120 students to 60 students in order to sanction HM post in primary schools. However, even after the proposed recommendation, 77.7 percent primary-only schools (i.e. schools up to class 5) would remain without a sanctioned HM post because they have enrolment below 50 students (DISE, 2011-12).

2.3 Secondary School Teachers

Among the secondary school teachers in Karnataka, 30 per cent currently teach in government schools (SEMIS, 2010-11). There are 37,000 teachers in government secondary schools (22,242 male teachers and 14,770 female teachers) (SEMIS, 2011-12). The minimum qualification required for teaching in secondary schools is BA/BSc and B.Ed. However, a small percentage of teachers do not have these basic minimum qualifications. Like elementary school teachers, these are very senior teachers and on the verge of retirement⁵.

⁵ Till 1986, relaxation in educational qualifications was practiced in the State. Untrained teachers were recruited, especially those belonging to weaker and disadvantaged sections. However, this practice was discontinued after the adoption of National Policy on Education (GoI, 1986) but these teachers still

Table 2.6: Number of Secondary School Teachers as per their Educational Qualification

Highest Degree Attained	Total (Male)	Total (Female)	Total	Trained (Male)	Trained (Female)	Trained (Total)
Undergraduate	6,032	3,078	9,110	4,403	2,372	6,775
Graduate	46,046	33,079	79,125	36,420	27,016	63,436
Post Graduate	17,447	15,058	32,505	13,897	12,456	26,353
PhD	721	436	1,157	504	350	854
Total	70,246	51,651	1,21,897	55,224	42,194	97,418

Source: SEMIS Report Cards 2011-12

In Karnataka, teachers in secondary schools are appointed according to subjects. For a minimum of 25 students and a maximum of 70 students in each section, 1 HM, 6 subject-teachers (3 for physical sciences i.e. Physics, Chemistry, Mathematics; 1 for biological sciences; 1 for social studies and 1 for English), 1 language-teacher (Kannada / Urdu/ Tamil/ Marathi, Telugu – depending on the location); 1 Physical Education teacher; 1 Hindi teacher (if taught as a compulsory language) and 1 Art/Craft/Music/Dance teacher is sanctioned. Additional sections are sanctioned only if the existing section has minimum actual attendance of 70 students (GoK, 1999).

Table 2.7: Subject-wise secondary school teachers in government schools

Subjects	Male Teachers	Female Teachers	Total Teachers
Kannada	2,725	1,649	4,374
English	1,640	1,006	2,646
Hindi	2,005	2,184	4,189
Sanskrit	65	35	100
Other Languages	172	200	372
Physical Science	1,676	1,231	2,907
Biological Science	1,265	1,365	2,630
Social Science	3,944	2,328	6,272
Mathematics	1,742	1,422	3,164
Science	991	927	1,918
Computer Education	65	60	125
Physical Education	3,112	952	4,064
Work Experience	413	319	732
Art	1,003	376	1,379
Music	194	146	340
Dance	23	20	43
Others	1,207	550	1,757
TOTAL	22,242	14,770	37,012

Source: SEMIS Report Cards 2011-12

It is clear from the above table that about 31 per cent teachers have been recruited for different languages, 28 per cent teachers for science subjects and 17 per cent of teachers have been recruited for social science classes. However, the number of teachers employed for

remain in the system. Assuming that they entered the service at 21 years, the last batch of untrained teachers will retire latest by 2025, until and unless they acquire higher degrees while in service.

extra-curricular activities is very low. Almost one physical education teacher is recruited for each secondary school but the same is not the case for art, music, dance and craft.

2.4 Physical working conditions of Teachers

Karnataka is one of the states which has invested considerably in improving the physical infrastructure of the school, as enumerated in the table below:

Table 2.8: Proportion of schools covered by basic infrastructural facilities in Karnataka

Facility	Karnataka
Common Toilets	91.35
Girl's Toilets	91.55
Electricity	91.81
Play Ground	61.59
Ramps	60.94
Library	76.57
Compound Wall	69.10
Drinking Water	98.56

Source: Jha, Jyotsna, et al. "Challenges in Implementing the Right to Education: The Karnataka Case." Bangalore: Centre for Budget and Policy Studies (CBPS), October 2013.

The availability of infrastructure in schools depicts the physical working conditions of teachers to some extent. During FGDs, teachers also indicated that they had adequate facilities available in schools. They had a separate staff-room (in most schools) or shared one with the HT/HM; had separate toilets (which are often locked to ensure usage only by teachers); had access to chalk/blackboard/textbooks/learning materials/library books essential for teaching in the classrooms. Most teachers were able to get accommodation in the same block, which reduced their travelling time. Those who were unable to find accommodation closer to school, preferred to travel through public transport. Some teachers got their own lunch while others preferred to eat the MDM cooked in the school. Overall, the teachers seemed satisfied with their physical working conditions.

Chapter 3: Historical Context of Teacher Policy in Karnataka

With the enactment of the Right to Education Act in 2009 and the adoption of Universalisation of Secondary Education (USE) framework by the Rashtriya Madhyamik Shiksha Abhiyan (RMSA), role of a teacher has emerged as one of the most crucial one. This study tries to explore the working conditions of teachers to understand the policies and practices and analyze existing differences between the two. It also aims to review the good practices in the system as well as highlight major concerns and challenges. However, the understanding of the current processes would be incomplete without looking at the way these current policies/practices have evolved over the years.

3.1 Recruitment practices: Documenting the changes

The current recruitment process utilizes the Cadre and Recruitment Rules drafted in 2001 (GoK, 2001a). Prior to the introduction of these rules, a very different process for recruitment was followed.

Table 3.1: Comparing Recruitment Norms Pre and Post 2000-01

Process	Norm	Pre 2000-01	Post 2000-01
Recruitment	Short-listing candidates	Based only on educational requirements, marks received and reservation roster	Common Entrance Test (CET) to shortlist applicants eligible based on educational and age parameters
	Recruitment through Employment Exchange	Followed	Disbanded after introduction of CET in 2000-01
	Allotment of first posting	Determined by the Department	Selection done by the applicant based on the merit list (Computerized counseling process)
	Educational Qualification	Relaxation followed till 1986 for applicants from disadvantaged sections	No relaxation in educational qualifications. However, relaxation in minimum marks required to clear CET for disadvantaged sections.

There were two basic ways in which the Department recruited teachers in pre 2000-01 and they have been discussed below.

3.1.1. Types of Recruitment

1. Direct recruitment by the Department: The Department would give advertisements in the newspaper regarding vacancies and call for applications from eligible candidates. Applicants would submit their applications directly to the Department.

2. Recruitment through Employment Exchange: The Department would also inform the Employment Exchange⁶ regarding the existing vacancies to be filled. A list of eligible candidates, based on the minimum qualifications required was shared by the Employment Exchange.

3.1.2 Educational Qualification Requirements

Prior to the adoption of the National Policy on Education in 1986, the state had relaxed educational qualification norms for candidates from disadvantageous sections of the society. This meant that applicants with no Class XII/D.Ed./TCH were also selected based on their social categories. However, this practice was discontinued in 1986. Post-1986, only qualified trained teachers were recruited by the Department. The department also stopped hiring para teachers in government schools.

3.1.3 Selection and Appointment

The list of applicants received through direct recruitment process was merged with the list of eligible candidates shared by the Employment Exchange. A common merit list for each social category was generated separately. Candidates were finalized based on the reservation roster for social categories as well as marks secured in their respective degrees (Class XII/D.Ed./TCH/B.A/B.Sc./B.Ed.). Apart from the reservation based on social category, half the seats were reserved for women.

The merit list as well as domicile details of the candidate were used to finalize allotment of school at the state level. Those securing higher ranks in the merit list were recruited first till the requisite numbers, as per reservation norms and existing vacancies, were achieved. Merit applicants from SC, ST and OBC categories were given higher preference during allotment.

Post-allotment of school, selected candidates were sent selection letters with the specific school's name on it. They were not given a choice to select their district/block/school.

⁶ National Employment Service or Employment Exchange, operated by the Directorate General of Employment and Training, Ministry of Labour, runs over 900 Employment Exchanges in order to bring about a better matching of the demand for, and the supply of work opportunities. Job seekers register themselves with these Employment Exchanges and get notified as soon as any vacancy in the Government sector matches their desired profile. According to the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 in any State or area thereof, the employer in every establishment in public sector in that State or area shall, before filling up any vacancy in any employment in that establishment, notify that vacancy to such employment exchanges as may be prescribed (<http://www.archive.india.gov.in/citizen/employment.php?id=4>; last access 22 June 2014).

3.2 Transfer and Re-deployment: Rare and hardly accessible

The current Teacher Transfers Act 2009 draws upon the norms from the transfer guidelines implemented in 2001(GoK, 2001c). The process of online declaration of existing vacancies and computerized counseling to choose desired location was initiated only in 2000. Prior to this, no counseling, no preference to widows, physically handicapped, couples and/or medically ill was given.

Table 3.2: Comparison between transfer norms Pre and Post 2000-01

Process	Norm	Pre 2000-01	Post 2000-01
Transfer	Accessibility of transfers on request	Largely limited to those with political connections	Transfers on request undertaken every year
	Selection of new post	Use of influence to be posted in areas desired by the teacher	As per the vacancy list in the unit of seniority, priority list and choice of the teacher
	Minimum two teacher norm	Not followed till 1986	Followed

There were two basic ways of getting re-deployed/transferred:

1. Excess teacher transfers for needy schools: The Department would calculate required number of teachers in each school according to PTR. As per 1986 National Policy on Education, a minimum of two teachers per school norm had to be followed. Consequently, the department would re-deploy excess teachers to vacant posts, before initiating the recruitment process.
2. Transfer on request for those with political connections: Transfers on request were rare and largely accessible to only those who had political connections. Teachers, who wanted to be transferred, would explore connections with local politicians and use their influence to be re-deployed to district/block of their choice (Kaul, July 2014; S1, 12 February 2014).

3.3 Salary disbursement: From HM to BEO office

Table 3.3: How was salary disbursed?

Process	Norm	Pre 2000-01	Post 2000-01
Salary	Disbursement	Through HM and then BEO office	Electronic transfer through banks (after the introduction of Human Resource Management System)

Salaries of teachers were prepared at the school level by HMs. This increased the workload of the HM and created irregularities in salary disbursement. This responsibility was later shifted to the BEO's office in the 1990s. The preparation of bills for teachers at the block level decreased the administrative responsibilities of the HM as well as ensured regularity of the

process. This process was later computerized and currently all salaries are disbursed using electronic bank transfers and teachers receive salaries directly in their bank accounts.

3.4 In-service training before SSA/DPEP

In 1994, District Primary Education Programme (DPEP) initiated the concept of in-service teacher training in select districts. Apart from opening new schools and ensuring higher enrolments, this programme also introduced the concept of cluster and block level resource centers for academic support and teacher training facilities. Post 2000-01, SSA adopted this model for all the districts in the state.

Table 3.4: Evolvement of Professional Development Practices in Karnataka

Process	Norm	Pre 2000-01	Post 2000-01
Professional Development	In-service training	Once in five years	Once every year
	Practice of need assessment	Absent	Existed
	Other form of staff development	Absent	Study tours and sharing workshops were conducted

Source: Jha et al (2001)

Before the introduction of DPEP, periodic professional development and training opportunities for teachers were limited in districts that were not covered under the programme. Teachers were trained once in 5 years and the practice of need assessment and other forms of staff development was absent. However, the introduction of DPEP helped in establishing regular and continuous professional development activities.

3.5 Promotion and performance appraisal: Almost same as current process

Table 3.5: Career Growth for Teachers

Process	Norm	Pre 2001	Post 2001
Career Advancement	Performance Evaluation	Absent	Some degree of evaluation from cluster/block/district officials
	Promotion	Rare	Periodical
	Basis of promotion	Seniority	Seniority (within reserved categories as well as for higher degree acquired)

Promotions for elementary school teachers continue to be limited but these were even more limited in the pre-2001 phase. Despite the attainment of required qualifications, teachers would often retire from the same post. Seniority, similar to the current process, was the sole criterion utilized for promotion. Even though teachers were given the post of Cluster Coordinator during DPEP (later this format was adapted by SSA), it this was not treated as promotion (Jha et al., 2001), as teachers had to go back to teaching after a stipulated period of

time. No formal system of performance evaluation was implemented either at teacher or school level.

3.6 Non-teaching duties: Plethora of surveys

Before the introduction of the Right to Education Act 2009, elementary school teachers were expected to fulfill a number of non-teaching duties outside the school. For example, they would get deployed for non-educational activities like cattle survey, primary health survey, census and election duty. However, the Act has limited the non-educational duties to only population census, election duty and disaster relief.

Table 3.6: Comparing the workload with respect to non-educational duties outside school Pre and Post 2009

Process	Norm	Pre 2009	Post 2009
Non-educational Duties	All kinds of surveys	Existed for Elementary School Teachers	Population Census, Election work and Disaster Relief only

3.7 Grievance Redressal: Absence of Shikshana Adalats prior to 2005

Before the introduction of Shikshana Adalats in 2005 (Herald, 03 December 2005), teachers would approach the judiciary to resolve cases related to service matters. Majority of such cases could be avoided by removing the procedural delays within the system. In its effort to reduce such delays and expedite the movement of files, state level officials started visiting the districts once a month to discuss pending issues and made considerable efforts to resolve these issues at the district level. Similarly, district level officials visited blocks to resolve issues. This practice of state level/district level officials visiting district/block was later channelized into the present system of Shikshana Adalats.

Table 3.7: Grievance Redressal Mechanisms pre and post 2005

Process	Norm	Pre 2005	Post 2005
Grievance Redressal	Resolving service related issues within Department	Practice initiated by officials	Organizing Shikshana Adalats periodically at block, district and division level. Open for teachers, parents and general public.
	Legal Cases	For most of the teacher related issues	Mostly for Aided School Teachers and Excess Teacher Transfer

This brief analysis of the previously existing processes helps us to understand the way in which the current processes have evolved. Some of the current processes are very similar to the previous ones while others have learnt valuable lessons from the drawbacks of the older processes. This learning has contributed in making some of the processes (especially those related to recruitment, transfer, salary disbursement, performance evaluation and grievance redressal) efficient, transparent, inclusive and effective.

Chapter 4: Teacher Recruitment in Karnataka

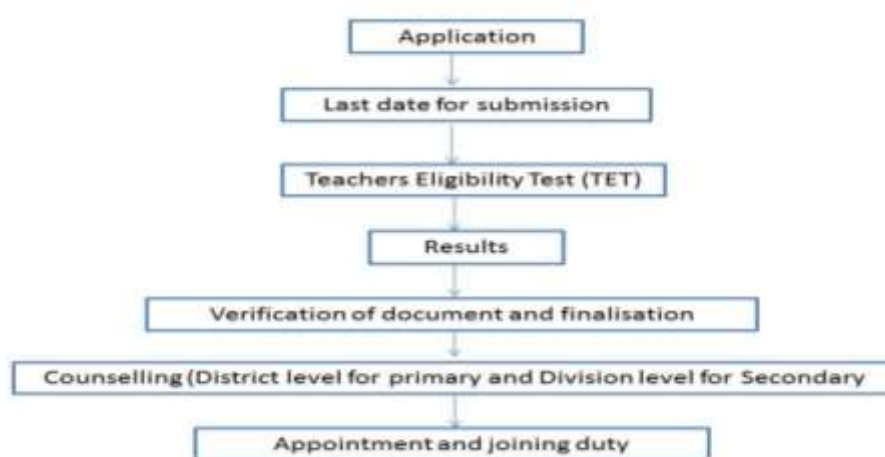
Teacher recruitment for government schools in Karnataka (elementary and secondary) is an elaborate process and spans over few months. Recruitment for teachers in aided-schools is initially undertaken by the management and then approved by the Government.

Recruitment of teachers, for both primary and secondary schools (government) is conducted through direct process (fresh recruitments) and indirect process (for substitution, through promotion or on compassionate grounds). Each of these processes has been discussed below.

4.1 Direct recruitment process

Direct recruitment process for teachers in elementary and secondary government schools are quite similar, with slight variations in appointing authorities, geographical unit for application, calculation of number of vacant posts, age and educational qualifications. Both these recruitments are undertaken by the guidelines as prescribed in GoK (2001a). In light of the new status for Gulbarga division⁷, some amendments to these rules have been proposed and approval for the same is awaited. Apart from the government school teachers, process of recruitment of teachers in secondary-aided schools, honorary teachers and substitute teachers have also been explained briefly.

Figure 4.1: Direct Recruitment Process for Elementary and Secondary School Teachers



⁷ Gulbarga Division in Karnataka has been given the Special Status (371J of the Constitution). The recruitment process for Academic Year 2014-15 (admission test on 22 June 2014) is being conducted ensuring the enforcement of this Special Status. Amendments to Cadre and Recruitment Rules have also been proposed, in lieu of this enforcement. However, since these proposed rules are yet to be finalised, these are currently not included in the study. The proposed amendments are being considered by the Ministry of Primary and Secondary Education and Principal Secretary (Education). Post-approval, these amendments can be included in the study report.

Table 4.1: An overview of direct recruitment norms for teachers

Norm	Elementary Schools	Secondary Schools (Govt. and Aided)	Honorary Teachers
Geographical Unit for Application*	District Level	Division Level ⁸	School/Block
Competent Authority	Block Education Officer (BEO) (Appointing Authority)	Deputy Director of Public Instruction (DDPI); District level (Appointing Authority)	School HM (Appointing Authority)
	Deputy Director of Public Instruction (DDPI) (Selection Authority)	Joint Director of Public Instruction (JDPI); Division level (Selection Authority)	Block Education Officer (BEO) (Selection Authority)
Calculation of Vacancies	PTR = 40 at the school level	Subject-wise Staffing Pattern described in Section 2.3 above	Appointed based on need
Educational Qualifications	Class XII/PUC + D.Ed./TCH (Primary) B.A/B.Sc. + D.Ed. ⁹ (Upper Primary)	B.A/B.Sc. + B.Ed.	Usually retired teachers, local experts.
Minimum Age	18 years	21 years	None
Maximum Age	40 years for general category 43 years for OBC (2A, 2B, 3A, 3B) category 45 years for SC/ST categories		None
Retirement Age	60 years		Appointed only for a single academic year ending on 10th April
Reservation	(i) Social Category-wise: Scheduled Caste (15%); Scheduled Tribes (3%); Other Backward Classes (32%); General (50%) (ii) Sex-wise: Women (at least 50%); Men (Remaining) (iii) Individual characteristic-wise: Rural candidates (25%); Ex-soldiers (10%); Physically Handicapped (5%); Unsheltered (5%); Kannada Medium (5%); General Merit (50%)		None
Counseling for Selection of Block	Yes	Only for Government Schools	None
Database	State-level computerized database called HRMS	HRMS only for Government Schools; Individual Managements maintain database for Aided Schools	None

* This unit is also utilized for recruitment through promotion

4.1.1. Elementary School¹⁰ Teachers: The recruitment process of elementary teachers (primary and upper primary) is based on the guidelines given in the Recruitment Notification GoK (2001b). This notification specifies the age and qualifications, types of posts available,

⁸ There are 4 divisions in Karnataka: Bangalore Division (9 districts in south-east), Gulbarga Division (6 districts in north-east), Mysore Division (8 districts in south-west) and Belgaum Division (7 districts in north-west).

⁹ Yet to be implemented; refer to footnote 2 above.

¹⁰ School refer to Government Schools, unless specified

salary and non-salary benefits, retirement age, details about online application, admission and selection process, reservation criteria. Subsequent recruitment notifications, for each district, also give a list of the available posts. Following are the different steps undertaken during the direct recruitment process:

- a. Identification of vacancies: As per PTR norms, the Block Education Officer (BEO) identifies the existing vacancies at the block level. Currently PTR of 40:1 is followed to calculate vacancies. However, proposal has been submitted to the government to change the PTR to 30:1 in order to calculate vacancies and approval is awaited (S9, 11 June 2014). School-level vacancies are consolidated at the block level and are sent to the Deputy Director of Public Instruction (DDPI) at the district level (D1, 08 April 2014). All district-level demand for new teachers is sent to the Commissioner of Public Instruction (CPI). The final decision regarding number of teachers to be recruited and when to initiate the recruitment process is undertaken by the CPI office in consultation with the Finance Department, Ministry of Primary and Secondary Education and the Chief Minister.

Once the number of vacancies is finalized, the department puts it up to the Finance and the Finance Department takes into consideration the additional burden on the state exchequer. Based on this assessment, total number of new posts for a particular year is decided by the Education Department in consultation with the Finance Department. At times, the number of specified recruitments is less than the demand due to existing vacancies. In such situation, each district/block is allocated new recruits as a proportion of the existing vacancies (S4, 06 May 2014).

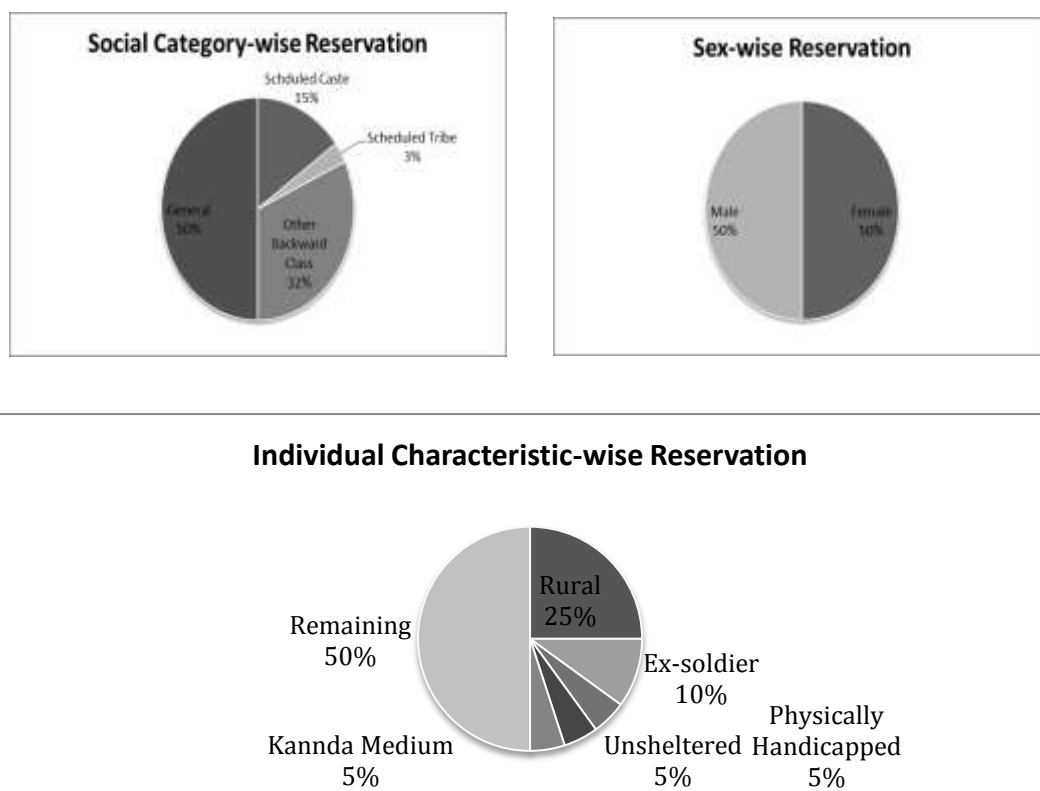
The gap between required and sanctioned number of new recruits is filled by hiring honorary teachers or transferring excess teachers from other government/aided schools. After the decision for recruitment is taken, the recruitment notification for each district, along with list of block-wise vacancies, is published. This notification includes eligibility criteria, selection process and criteria, pay scale, reservation for different categories and specific deadlines.

- b. Eligibility criteria for application (full time teachers): Class XII (Pre-University College {PUC} or equivalent) and Diploma in Education (D.Ed.)/Teachers' Certificate Higher (TCH) is the basic requirement for the post of elementary school teachers' post in Karnataka.

Applicants can apply for the medium of instruction in which they have cleared their SSLC or have learnt it as first/second language in PUC. Those applying for Kannada

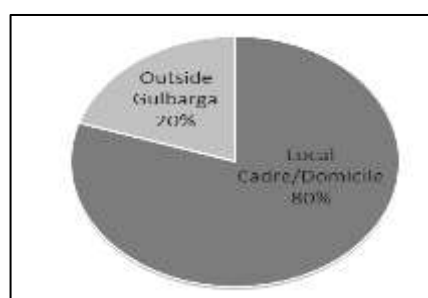
medium schools need to clear Kaava / Jaana / Ratna Kannada examinations that are conducted by Kannada Sahithya Parishat. The minimum age requirement for both primary and upper primary teachers is 18 years (completed as on the last date of submission of application). The upper age limit is 40 years for general category, 43 years for OBC (2A, 2B, 3A, 3B) and 45 years for SC/ST (GoK, 2001b, 2013b, 2013i). Retirement age for teachers (all social-group categories) is 60 years.

- c. Application process: An online application form for Rs 400 (general category)/Rs 200 (SC/ST/OBC category) has to be filled and submitted by a given date (GoK, 2013b). Physically challenged candidates are exempted from this fee (GoK, 2007a). Both primary and upper primary school teacher applicants fill according to the districts. Those applying for more than one subject/medium have to fill multiple forms. Based on the forms, eligible candidates appear for a district level Teacher Eligibility Test (GoK, 2013d), which is conducted by the Recruitment Cell, Bangalore. In order to clear the test, general category candidates need to score a minimum of 60 per cent marks, SC/ST/OBC candidates need minimum 55 per cent and physically challenged/ex-soldiers need minimum 50 per cent (GoK, 2013i). The candidates, who have clear TET, have to appear for a Centralised Entrance Test (CET) and only those candidates who score at least minimum marks (for respective categories) are considered for recruitment.
- d. Selection and Appointment process: Selection of candidates is based on SSLC/PUC/B.A/B.Sc. marks, TCH/D.Ed./B.Ed. scores and percentage of marks scored in CET. This is done to ensure that three kinds of reservation criterion, namely social category, sex and individual characteristic, for overall recruitment are met.

Figure 4.2: Reservation Criterion for Recruitment

Source: GoK (2011a, 2012h, 2013i)

These criterion have been designed to be mutually exclusive in nature, which implies that the below mentioned percentages need to be fulfilled for the overall selection of teachers. For example, If 1,000 teachers are to be recruited, final selection will ensure 150 SC candidates, 30 ST candidates, and 320 OBC candidates. It will also ensure that at least 500 women are there in the selection list. Further, among the 1,000 recruited, at least 250 will be from rural areas, 100 ex-soldiers, 50 physically handicapped, 50 unsheltered and 50 from Kannada medium. These criterion acts as parameters for short-listing and selecting candidates. Merit lists for each social category is prepared separately. This merit-wise list is utilized during counseling for final selection of candidates (based on the percentages mentioned above).

Figure 4.3: Additional Reservation for Gulbarga Division

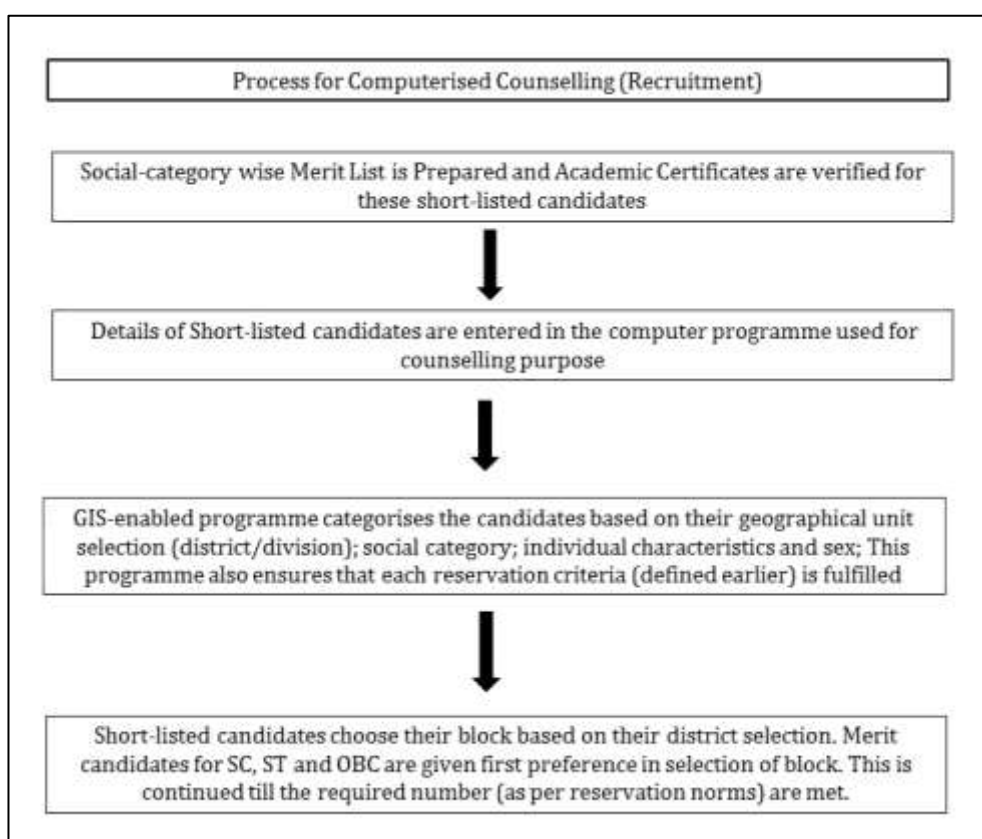
Source: S.Rajendran (2013)

Post 2013, additional reservation for Gulbarga Division (which comprises of six districts: Gulbarga, Yadgir, Bellary, Raichur, Koppal and Bidar) has been introduced due to the enactment of Article 371J (of the Constitution) in the area. This special status means that 80 percent of the seats for teachers (Group C cadre) are reserved for local cadre/domicile of Gulbarga Division (GoK, 2013h; S.Rajendran, 2013). This acts as a reservation criterion only in the Gulbarga Division, in addition to the above-mentioned social category-wise, sex-wise and individual characteristic-wise criterion.

- e. Counseling process: After the preparation of separate merit lists for each social category, academic certificates of short-listed candidates are verified and district level computerized counseling is held to decide the first posting of teachers. The computerized counseling for final selection is conducted using a software programme that ensures that the required number for each criterion (defined earlier) is met. The names of short-listed candidates are entered in the programme, which categorizes them based on their social category, sex, individual characteristics and geographical unit of application (district/division).

Short-listed candidates choose their block based on their district selection. Merit candidates from SC, ST and OBC categories are given first preference in block selection. They are shown the vacancy in their selected district and they have to choose the block. Their selection is reflected immediately in that particular block. After the required number for each of the three reserved categories is fulfilled, merit candidates from general category choose their block (see Figure 4.4).

General category applicants are posted immediately after counseling. Those applying under various reserved categories have to produce necessary documents before the final appointment (D1, 08 April 2014; D3, 09 April 2014). This process takes about four months because there are often delays due to administrative issues like verification of documents related to marks, caste, income and medical certificates (D1, 08 April 2014).

Figure 4.4: Computerized counseling process for recruitment

The selection authority for elementary teachers is the DDPI (at the district level) while the appointing authority is the BEO. Post counseling and selection, a generic list of all selected candidates is displayed, which is open for objections, e.g. minimum number of years in the first posting not fulfilled, medical certificate submitted is false etc., if any. After the objections have been received, they are scrutinised and changes in the list are made accordingly. The final list of candidates is then displayed and the selected candidates are appointed in schools within their selected block. No personal interviews are undertaken for the final appointment of the teacher. They are initially posted in a rural school for the first five years of their service (D1, 08 April 2014; D3, 09 April 2014).

- f. Post-recruitment Maintenance of Records: After the recruitment, their data is maintained in an online centralized Human Resource Management System (HRMS) database at the block level. This database is managed at the state level. Some of the variables maintained in the system are: Name, date of birth, entry date, designation, qualifications, caste, service record (how many years in school/rural/urban), subjects taught, physical handicap/medical condition, salary details (including different allowances, loans, insurance deductions, pension deductions etc.), leave credits and encashment, seniority list, retirement details, release of/arrears in salary/allowances, complaints against the

teacher and vacancies in that particular school along with their contact details and family background (D1, 08 April 2014; D3, 09 April 2014).

4.1.2. Secondary School Teachers: Direct recruitment for secondary school teachers is similar to the process explained earlier for elementary teachers. However, there are slight variations in the identification of vacancies, eligibility criteria (i.e. educational qualifications, age), selecting authority and appointing authority. These are explained below:

- a. Identification of vacancies: District level identification of subject-wise vacancies is done by the DDPI by using the staffing pattern as per GoK (1999) and is consolidated at the division level by the Joint Director of Public Instruction (JDPI). Based on the division-wise list of vacancies, decision about number of teachers to be recruited is taken by the Senior Bureaucrats in consultation with the Ministry and Finance Department (D1, 08 April 2014).
- b. Eligibility criteria: Minimum qualifications for secondary school teachers are B.Ed. and BA/BSc and they need to be at least 20 years of age at the time of application (GoK, 2012h).
- c. Application process: Applicants for secondary schools fill a division-level form and undertake a division-wise subject-wise Teachers Eligibility Test (TET). In their application form, they identify their high-priority districts in the division. However, the Department decides the final allotment of district after taking into consideration vacancies, merit list, reservation and priority list specified by the applicant (GoK, 2012h, 2013d).
- d. Selection, Counseling and Appointment: Candidates are shortlisted based on their B.A/B.Sc., B.Ed. and TET marks and district-wise merit list of each social category for short-listed candidates is prepared. Short-listed applicants choose their block during the counseling process (FGD3, 03 June 2014) same as the elementary teachers (see Figure 4.4). For secondary school teachers, DDPI is the appointing authority and JDPI is the selecting authority. Post-selection, verification of documents and finalization of selection by the JDPI, the DDPI appoints teachers in secondary schools in their selected blocks. (D1, 08 April 2014).
- e. Maintenance of Records post recruitment: District level officials maintain HRMS database for secondary school teachers (D1, 08 April 2014; S2, 12 February 2014).

4.1.3. Aided-Secondary School Teachers: The Karnataka Educational Institutions (Recruitment and Terms and Conditions of Service of Employees in Private Aided Primary and Secondary Educational Institutions) Rules 1999 (along with subsequent amendments) gives details about the recruitment process, lists the qualification and conditions of service, salary details, age requirements, schedule of employment and constitution of selection committee for the approval of teachers in aided institutions. It also spells out rules related to probation period, seniority, resignation, retrenchment of employees, transfers from one aided institution to another, leave policy, professional duties and nature of disciplinary action that can be taken against them.

- a. Identification of vacancies: Recognition of new aided educational institutions was stopped in 1994-95 and the recruitment and approval of new aided posts was banned in 1999 due to economy measure (GoK, 2003). For the already-approved posts in the aided educational institutions, vacancies arising due to retirement/resignation/promotion to HMs post/death of teachers can be filled with prior permission from the Government. This vacancy needs to be compliant with the standard staffing rules specified in Annexure IV and V of the Rules (GoK, 1999).
- b. Eligibility criteria: The eligibility criteria for aided secondary schools are same as those for government high schools. Applicants need to have B.A./B.Sc. degree along with B.Ed. Reservation for various groups (social category, handicapped, ex-servicemen, women, rural candidates etc.) are also applicable (GoK, 1999).
- c. Application process: Notification for the vacant posts, eligibility and other service conditions is given in at least one state level daily newspaper. Applications are sent to the concerned high school managements (GoK, 1999).
- d. Selection and appointment process: The management of the aided educational institution conducts selection process. Eligible applicants are listed according to their merit (average percentage scored in their qualifying examinations) and called for interview. The number of applicants who are called for an interview depends upon the number of vacancies (10 applicants for each vacant post). A final merit list, based on the marks received during the interview along with their marks for the qualifying examinations, is prepared according to the reservation roster (GoK, 1999; S2, 12 February 2014).

After selection of the candidates, proposal for approval of these recruitments is sent to the Director (Secondary) of Public Instruction. The DPI screens the selection procedure and forwards the proposal to the Screening Committee through Chief Executive Officer

(CEO). This committee consists of CEO of the Zilla Panchayat (in which the school is located), DDPI for the district and DDPI (state level). The final appointment is made by the Screening Committee based on the category of posts, qualification and staffing pattern specified in the Rules (GoK, 1999) along with merit list and reservation roster (S2, 12 February 2014).

- e. Probation period and Seniority: Probation period of two years is mandatory for the teachers who are appointed for the aided-posts in private aided secondary schools. The probation period can be extended by another six months by the Appointing Authority. The Managing Committee of the School has to maintain a separate seniority list of employees appointed for each category of aided-posts in their institution (GoK, 1999).

4.1.4. Honorary/Guest teachers: As per the state norms, only fulltime qualified/trained teachers are appointed. However, at times, honorary/guest teachers are appointed (for both elementary and secondary schools). Such appointments are usually for vacancies that arise due to retirement/death/transfer or vacant posts (to be filled either through promotion/transfer or through direct recruitment) (GoK, 2013a). These honorary teachers are appointed only for an academic year and their service is terminated on 10th April. They are provided a fixed fee and no other allowances are provided. Often, the retiring teacher is requested to continue till the end of the academic year for a fee (D1, 08 April 2014; GoK, 2013c; S3, 12 February 2014; S4, 06 May 2014). Honorary/guest teachers can attend training sessions organized by SSA/RMSA but they do not get any travel allowance/dearness allowance (D4, 09 April 2014; S6, 06 May 2014).

4.2 Indirect Recruitment Process

Table: An Overview of the indirect recruitment process

Process	Norm	Elementary School Teachers	Secondary School Teachers (Govt. only)
Recruitment through promotion	Post after promotion	Elementary School HM	Subject Inspector, DIET Lecturers, Resource Persons
	Basis of promotion	Seniority, Vacancy, Service Record	
Recruitment for Substitution	Criteria for recruitment	Long medical/maternity leave up to 180 days; beyond 180 days vacant post is filled through excess teacher transfer	
	Recruiting Authority	School HM and BEO	
Recruitment for Compassionate Grounds	Rules determining the recruitment	The Karnataka Civil Services (Appointment on Compassionate Grounds) Rules	

4.2.1. Recruitments through promotions: For every round of recruitment, at least 50 per cent vacancies are filled through promotion. Promotions for the post of HMs in primary schools are based on the number of students in the school. As mentioned earlier, every primary school, with at least 120 students, was sanctioned an HM's post. From 2014-15 onwards, the allotment for HMs post is made for schools with at least 60 students. HM posts are filled by promotion of eligible primary school teachers (based on seniority in the block/district). At the time of the study, district-wise seniority list was being prepared by the Department (S9, 11 June 2014). The service records of all teachers are scrutinized through HRMS database and those eligible for promotion (based on number of years in service, merit, reservation roster and vacancies) are promoted (S4, 06 May 2014).

Secondary School Teachers are promoted to the post of Subject Inspectors, DIET Lecturers and Resource Persons at district/state level. There is no fixed quota for promotion. Seniority, number of service years and vacancy decide the promotion.

4.2.2. Recruitment for substitution: When teachers are granted maternal/medical leave (up to 180 days), substitute teachers are recruited. Deputation of teachers is done through Zilla Panchayat Chief Executive Officer (ZP-CEO), in consultation with SDMC members, CRP and HM of the respective school on a temporary basis. Usually, local people are hired on merit basis and are paid Rs 3,000 per month for primary schools and Rs. 5,000 per month for high schools (D5, 03 June 2014). When leaves are extended beyond 180 days, vacancy is filled through excess teacher transfer and teacher on leave is transferred once they resume duty (S4, 06 May 2014).

4.2.3. Recruitment on Compassionate Grounds: The Karnataka Civil Services (Appointment on Compassionate Grounds) Rules (GoK, 1996b) allows the recruitment of eligible candidates on compassionate grounds. This is available for both government as well as aided institutions. In case vacancies are not available at the district where the deceased teacher worked, the DDPI identifies other districts where such vacancies are available and forwards the records to the concerned DDPI.

4.3 Review of the Recruitment Process

4.3.1 Good Practices

- a. Transparent and inclusive: Prior to 2000, teacher recruitment was done either through employment exchange or direct applications to the department. There was a waiting period for individual who registered with the employment exchange while those who were directly recruited by the department were given no choice of the

district/block/school where they would be posted first. In 2000, the CET and counseling as a method to conduct recruitments were introduced in the state.

This method is advantageous for both applicants as well as the department. The admission test and counseling process mean that teachers have a choice to decide which district/division to write the test for as well as their first posting in specific block. The department, through this common entrance test, ensures that only those with better skills and merit are selected. Also, the idea of choice in selecting one's location improves job satisfaction and hence, quality of education in schools. This new system was designed to be inclusive at different levels, mandating representation from various social, disadvantageous and vulnerable groups. At each stage, lists are displayed, criteria of selection and reservation percentages are specified and final posting includes the consent of the selected candidate. In short, the process is extremely transparent, which has curbed external influences.

4.3.2 Challenges and Concerns

1. Delays and long gaps: Recruitment process, ideally, should be completed before the start of a new academic year. This would ensure that the newly recruited teachers have attended some form of induction training and are prepared to conduct classes. However, there are various delays in the entire process. The process, which is supposed to take about 3 months from notification to final posting, usually takes between 6 months to 1 year. Mid-academic year posting means that the newly appointed and not-yet-trained teachers have to finish the syllabus in less time.

Box 4.1: Schedule of the recruitment of high school teachers (grade-2) and physical education teachers (grade-1) for the year 2012-13

<p>Total Vacancies Notified: 3407</p> <p>RMSA - Up Graded Higher Primary Schools : 1824 Vacancies</p> <p>Adarsha Schools: 518 Vacancies</p> <p>Department of Education: 1065 Vacancies</p> <p>Bangalore Division -- 795 Vacancies</p> <p>Belgaum Division -- 1135 Vacancies</p> <p>Mysore Division -- 513 Vacancies</p> <p>Gulbarga Division -- 964 Vacancies</p> <p>Dates for various stages of recruitment:</p> <ol style="list-style-type: none"> 1. Notification Date: 02-04-2012 2. Online Application Date from 10-04-2012 to 10.05.2012 3. Combined Competitive Examinations Dates 15-07-2012, 16-07-2012, 17-07-2012 and 18-07-2012 4. Exam Results Announced Date: 20 July 2012 5. Original Documents Verification of Eligible Candidates: October 2012 6. Provision Selection List Announced Date: 29/12/2012 7. Objections Filed and Verification of Objections: January 2013 8. Final Selection List Announced: 13-03-2013 (became late Due to Code of Election) 9. Appointment Order issued to selected candidates from 20-05-2013 to 25-05-2013. Letters to District Collectors to verify the validity certificates after getting the appointment order were issued within 3 days. The process ended by the end of June 2013. <p>Source: Details procured from Centralised Admission Cell in July 2014.</p>

Box 4.2: A case example of the degree of delay from competition exam to final posting

A working paper based on a longitudinal ethnographic study of B. Mallesha, a male, educated (Masters' degree holder) person from Scheduled Caste community in Karnataka documents the delays experienced during the recruitment process. B. Mallesha had applied for High School HM post and experienced a 4-year wait from filing the application to final posting. Below is the related abstract from the paper:

“Mallesha provides details of the dates for the exam on which he pinned his hopes.

The details of and process for competing for the high school head masters' post as follows:

1. Submission of application: December 2007
2. Preliminary exam (objective type): February 2008
3. Results of Preliminary: June 2008
4. Main (descriptive) exam: December 2008
5. Results of main exam: July 2009; call for interview
6. Interview: September 2009
7. Final list of selected candidates: February 2010
8. Appointment letter: Sent in June 2012

The process, stretching over four years, involves the assessment of a large number of applicants. For the final 629 posts, which were available, at least 60 to 80 thousand applicants took the exams. Of these, only about a thousand were able to clear the exams and qualified for the interview. Even as the whole process is delayed and no details or dates are shared with the candidates, the issue of the number of posts available remains contested.”

Source: Vasavi, A.R; ‘Government Brahmin’: Caste, the educated unemployed, and the reproduction of inequalities; TRG Poverty & Education Working Paper Series; Max Weber Stiftung

The above examples speak volumes about the degree of delays that exist in the process. Such delays can also lead to anxiety among individual applicants. Officials indicate that the maximum time is spent on verification of documents. However, delays occur at every phase.

Teachers Eligibility Test (TET) for direct recruitment planned for academic year 2014-15 has already been postponed from 15 June 2014 to 22 June 2014 (CAC, 2014). Post TET exam, delays in the amendment of Cadre and Recruitment Rules (to incorporate RTE and NCTE norms for minimum qualifications) has resulted in postponement of CET exam as well. Hence, those applicants who started the recruitment process in June 2014 (by clearing the TET exam) will not be posted in the academic year 2014-15.

Apart from procedural delays, gaps between stages of recruitment also result from systemic delays related to approval of funds for new teachers and promotions from the government. Further, there are delays in the approval of aided-teachers in senior secondary schools. Such delays, often spanning a few years, lead to issues related to pay-scale fixation and seniority. Teachers from aided schools often file cases in the district/state level judiciary for the department to recognize their service for seniority and pay scale.

Chapter 5: Transfers and Deployment of Teachers in Karnataka

Teacher transfers are as vital as the recruitment process. A fair transfer process needs to ensure that it is transparent, inclusive and caters to different categories of teachers. Like the recruitment process, transfer procedure for both elementary and secondary school teachers is similar to each other. They are guided by a special Act and rules are framed for implementation of the Act.

Table 5.1: Overview of transfer norms in Karnataka

Norm	Elementary School Teachers	Secondary School Teachers	Aided-Secondary School Teachers
Unit for Seniority	District Level	Division Level	Aided Schools
Competent Authority	Block Education Officer (BEO) (Appointing Authority)	Deputy Director of Public Instruction (DDPI); District level (Appointing Authority)	
	Deputy Director of Public Instruction (DDPI) (Selection Authority)	Joint Director of Public Instruction (JDPI); Division level (Selection Authority)	School Management (Selection Authority)
Calculation of Vacant Posts to be filled by transfers	PTR = 40 ¹¹	Subject-wise Staffing Pattern described in Section 2.3 above	
Priority List	Cases of terminally ill (open heart surgeries, cancer, kidney failure) applicants Cases of physically handicapped/disabled teachers with more than 40 per cent disability (medical certificate required) Cases of widow female teachers Cases of married teachers whose spouse is posted outside the seniority unit and has completed 3 years of service (can only avail this provision once during the service) (Highest priority given when both spouses are government employees) Other female teachers Elected office bearers of recognized associations of government schools Other male teachers		None
Computerized Counseling ¹²	Yes		No
Upper Limit for Transfer	5 per cent of cadre strength within the unit of seniority; 1 per cent of cadre strength outside the unit of seniority		None

5.1 Elementary and Secondary School Teachers: All transfers (elementary and secondary teachers and HMs) are implemented as per the Karnataka State Civil Services (Regulation of Transfer of Teachers) Act 2007 (Karnataka Act No. 29 of 2007, GoK, 2007b). Many features

¹¹ Proposal to lower the PTR to 30:1 is being considered by the State Government.

¹² Detailed features of the software programme used for counseling is attached in the Annexure III.

of this act are derived from the Transfer Guidelines (GoK, 2001c), which is issued for transfer of all government employees in the state. One of the key aspects of teacher transfers in Karnataka is that only five per cent of the total number of the sanctioned posts of teachers, in a particular cadre within that unit of seniority, can be transferred in a given year. In addition, the total number of transfers outside the unit of seniority should not exceed 1 percent of the total cadre strength of the unit (D1, 08 April 2014; GoK, 2007b; S1, 12 February 2014; S4, 06 May 2014; S5, 06 May 2014).

Transfers are a common process across districts and are initiated by the state office. Transfer process usually start in March and are finalized by the start of the new academic year (D1, 08 April 2014). The following section describes the important aspects in the transfer/re-deployment of teachers in Karnataka:

1. Competent Authority: Just like the recruitment process, the DDPI of the district and JDPI of the division are the competent authorities for finalizing transfer of elementary school teachers and secondary school teachers respectively (D1, 08 April 2014; GoK, 2007c; S4, 06 May 2014).

Apart from issuing transfer and releasing orders, the competent authority also ensures:

- a. That the first appointment of any teacher is in the rural areas;
- b. That no teacher is transferred outside the rural area before completion of five years of service in the rural area (from the date of appointment);
- c. That the transfer of teachers from one unit of seniority to another is prohibited [exceptions include: female widow teacher, physically handicapped/disabled teacher, medical treatment of teacher/spouse/children for serious ailments (open heart surgeries, cancer, kidney failure) and married teacher whose spouse lives outside the unit of seniority (minimum 3 years of service and can avail this only once during the service)] (GoK, 2007b).

In case, the Competent Authority or any other officer makes an order of posting/transfer, which is in contradiction with the Teachers Transfer Act 2007, disciplinary action is taken against them.

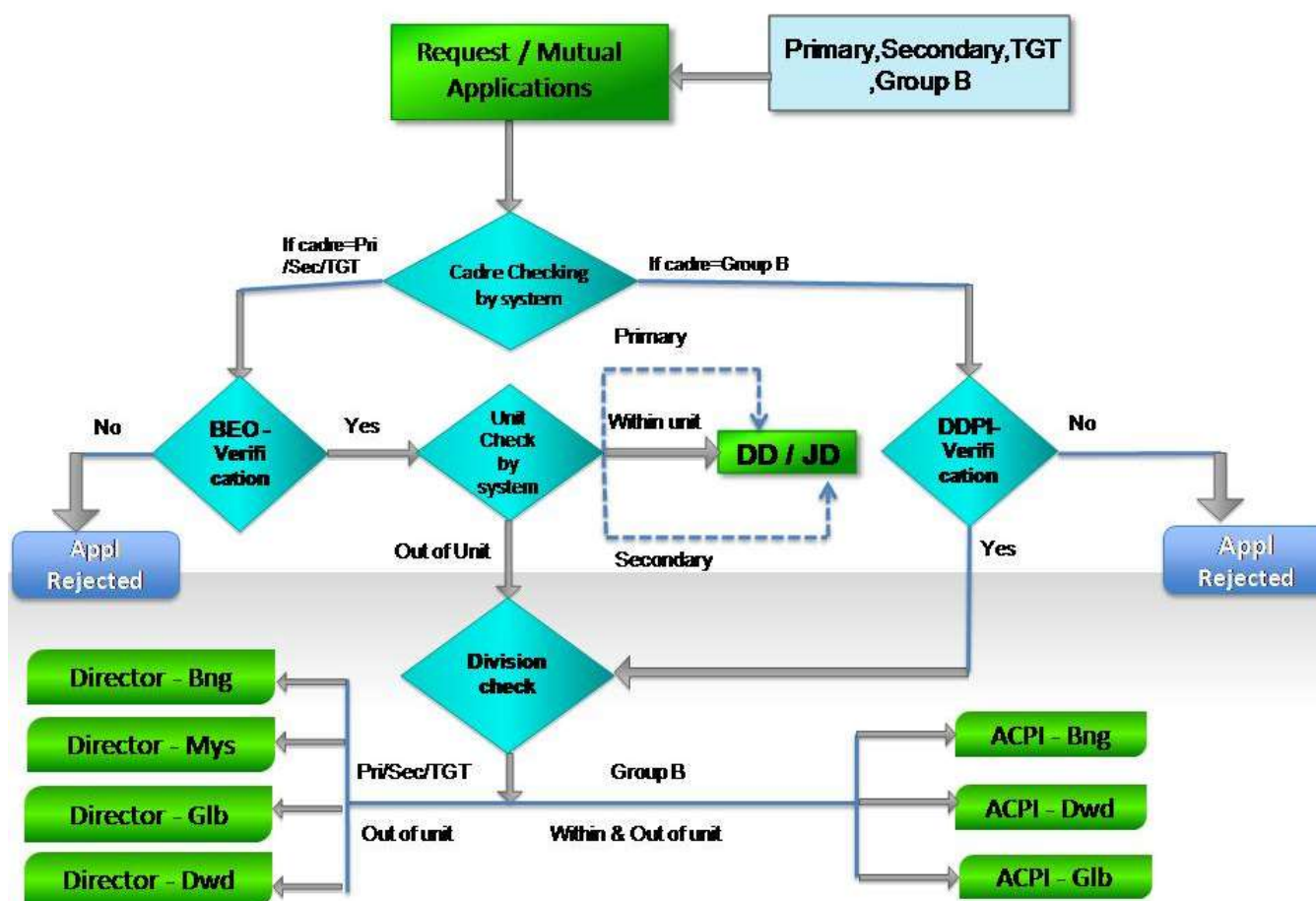
2. Sequence of transfers: First round of transfers include redeployment of excess teachers to needy schools. The number of excess teachers in schools is calculated based on:
 - a. Pupil-Teacher Ratio (PTR), which should be maintained in schools. Till 2013-14 academic year, 40:1 PTR was considered to calculate excess teachers/vacant

posts. However, a proposal to decrease the PTR to 30:1, in compliance with RtE, has been sent to the Ministry for approval;

- b. Subject-wise vacancy in upper primary schools for teachers appointed after 2001¹³. While calculating excess teachers in schools, minimum two-teacher norm is maintained as per National Policy on Education (GoI, 1986).

During the second round of transfers, remaining vacant posts are taken into account. Notification of such vacancies is done through notice boards. Transfers on request (within the seniority and outside the seniority) are done based on guidelines prescribed under the Teacher Transfers Act 2007 (GoK, 2007c). Mutual transfers are also finalized along with transfers on request.

Figure 5.1: Application process for transfers within same unit of seniority



Source: MIS Section, SSA Karnataka

¹³ Post 2001, the Department appointed subject-wise teachers for upper primary schools. While calculating excess teachers, the year of appointment is taken into consideration. For those teachers appointed before 2001, PTR is used as the basis for calculating excess teachers in a school. For subject-wise teachers, vacancy for that particular subject is taken into account

5.1.1 Transfer on request within the same unit of seniority: Transfers on request are conducted with the help of a software programme (specially designed for Government Teachers Transfers in Karnataka), which ensures that only the maximum allowed percentage of teachers (5 per cent per annum) is transferred. It also incorporates the priorities, as per the Act, while processing the transfers, service details of all teachers and facilitates computerized counseling for final placement.

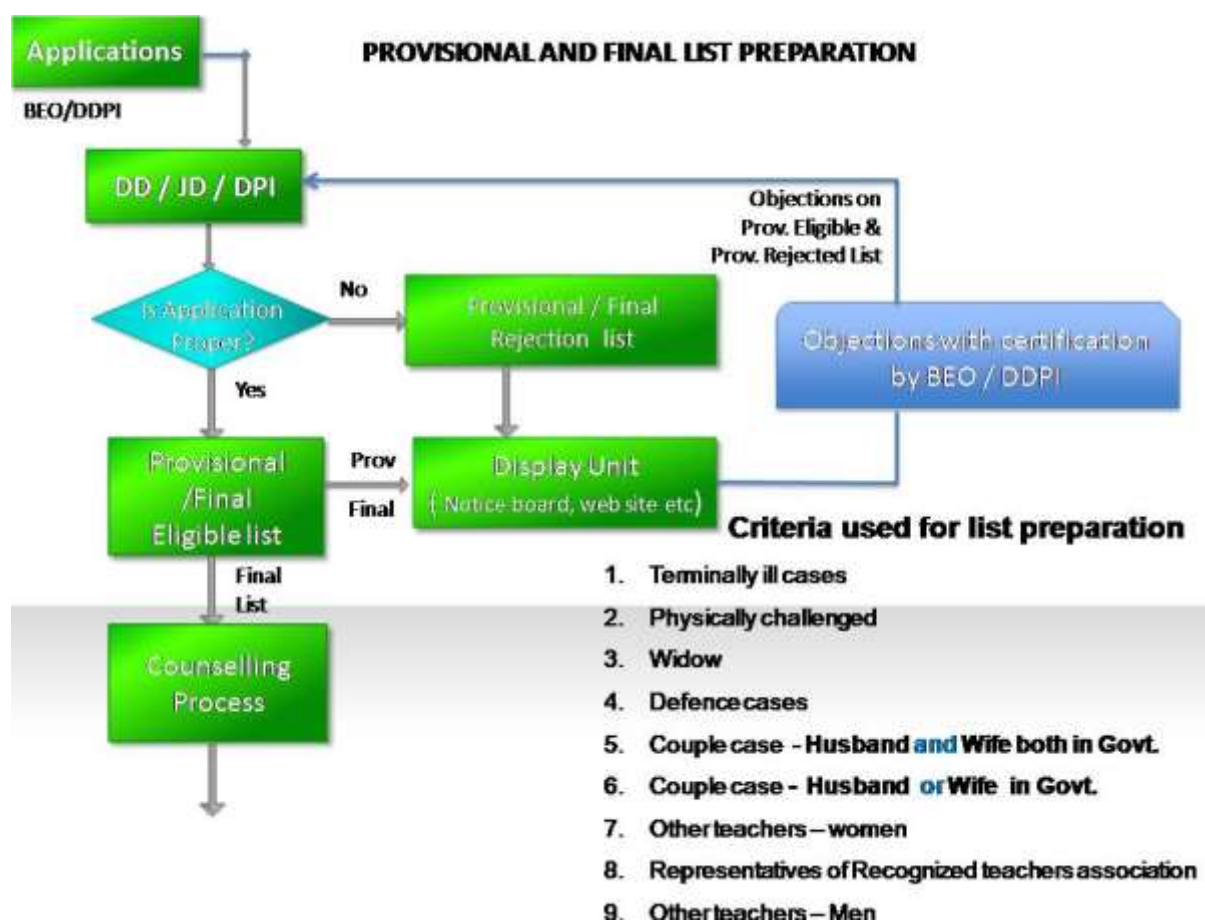
1. Application Process: All applications are sent through the Head of the Institution. After verification of service records, to ensure minimum five years of service in rural areas, the application is forwarded to the BEO (for elementary school teachers) and DDPI (for secondary school teachers). Post certification of the documents, which are submitted along with the application, the application is entered in the computer programme to initiate the transfer process.
2. Preparation of Priority List: Priority list, as specified in the Act, is prepared based on the following order of priority (D1, 08 April 2014; GoK, 2007b):
 - a. Cases of terminally ill (open heart surgeries, cancer, kidney failure) applicants;
 - b. Cases of physically handicapped/disabled teachers with more than 40 per cent disability (medical certificate required);
 - c. Cases of widow female teachers;
 - d. Cases of married teachers whose spouse is posted outside the seniority unit and has completed 3 years of service (they can only avail this provision once during the service). Highest priority is given if both spouses are government employees;
 - e. Other female teachers;
 - f. Elected office bearers of recognized associations of government schools;
 - g. Other male teachers.

Within each of the above priority categories, the priority list is prepared by multiplying the number of years of service of the applicant in all cadres. Depending on the unit of seniority, the priority list is also categorized according to the zones, which are classified as A, B and C zones¹⁴. Zone A is given the least weightage while Zone C is given the maximum weightage. Therefore, teachers in Zone C get more weightage and are given higher priority. In case of a tie, the seniority of individual is taken into consideration. In case there is a tie in seniority, person who is older in age is given preference (GoK, 2007b, 2007c).

¹⁴ Zone A: Zilla HQ/Taluk HQ/Highways/Bangalore City area; Zone B: 5km to 15 km radius from Zilla HQ/Taluk HQ/Highways/Mysore-Hubli-Dharwad Municipal Corporations; Zone C: Beyond 15km from Zilla HQ/Taluk HQ/Highways/Areas with population less than 5 lakhs (GoK, 2013f).

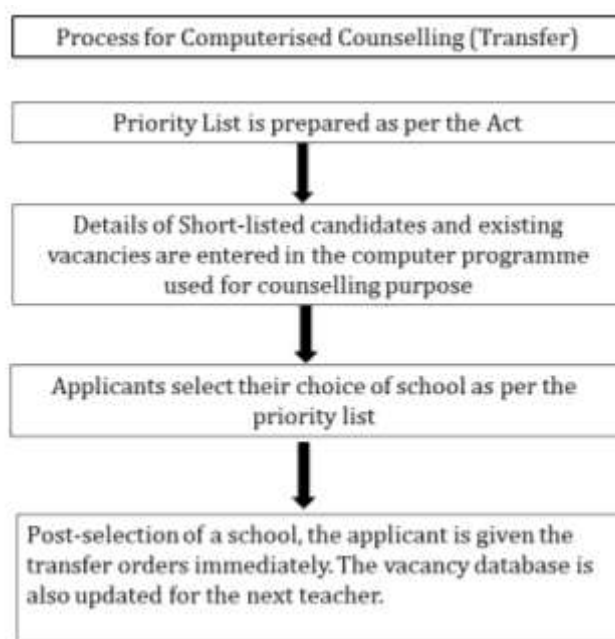
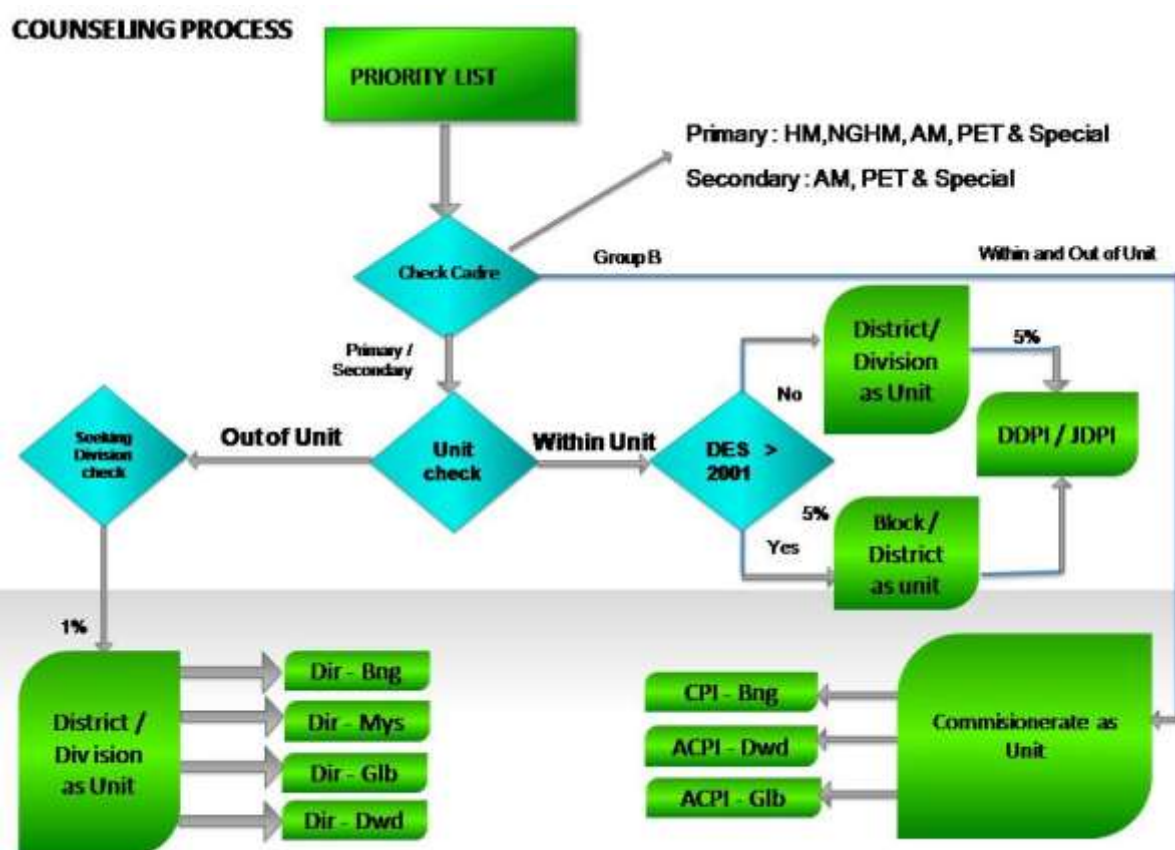
3. **Preparation of Provisional List:** Based on the above-mentioned priority list and specified weightage, the competent authorities (BEO and DDPI) prepare a provisional list. This list is displayed for 5 days so that objections, if any, can be raised. The competent authorities examine the objections received and either reject or accept the transfer, based on merit.

Figure 5.2: Preparation of provisional and final list for transfers



Source: MIS Section, SSA Karnataka

4. **Counseling:** Applications, whose names are in the provisional list, are notified of the date for computerized counseling. On the day of counseling, an updated vacancy database is shown to the applicants, as per the priority list. Once an application has been chosen from the list for transfer, the database gets automatically updated for the next teacher (GoK, 2007c; Jha et al., 2001). This exercise of transfer is continued till the upper limit of number of transfers is reached or till all the applicants are exhausted within the time frame communicated by Heads of Departments.

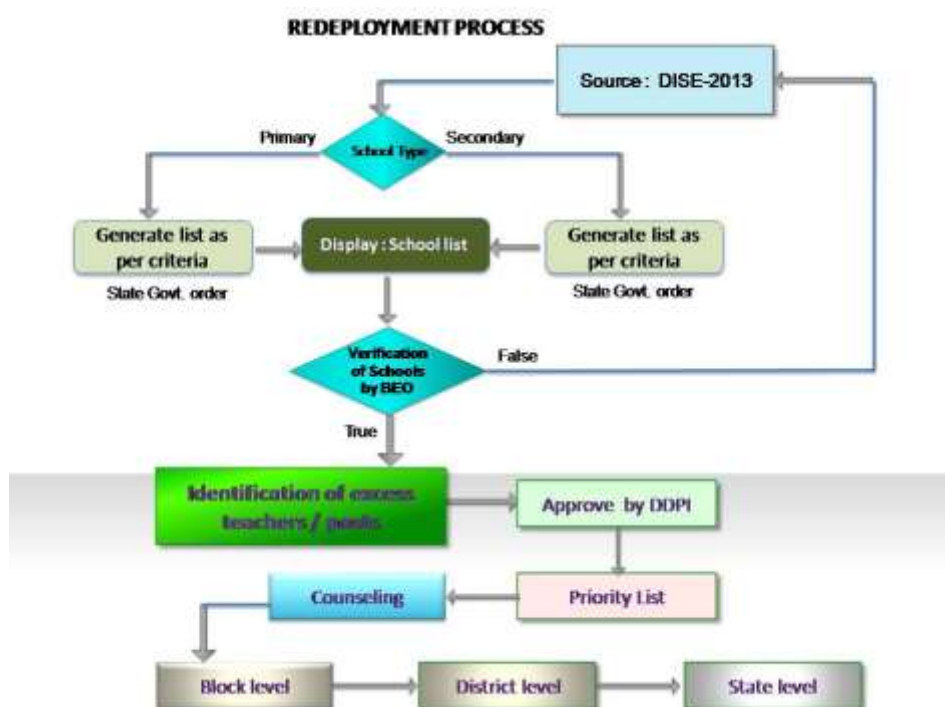
Figure 5.3: Counseling process for transfers on request**Figure 5.4: Flowchart for the counseling process**

Source: MIS Section, SSA Karnataka

5. Issue of Orders: Once the applicant has made a choice, the Competent Authority immediately issues transfer orders to the applicant and that particular vacancy is deleted from the list. A copy of the transfer order sent to both the concerned official and to the applicant.
6. Display on the Notice Board: Once all the transfer orders have been issued, the final list is displayed on the notice board. No transfer is allowed once the final list has been displayed. If any transfers are made after the final list, the concerned Competent Authority is held personally responsible and disciplinary action is taken against them.
7. Relief from current post: The teachers, who get transfer orders, are relieved by the competent authority after their service particulars have been verified.

5.1.2 Request for transfer outside the seniority unit: Transfer of teachers outside the seniority unit is implemented on the basis of GoK (2005). Such transfers (apart from the exceptions mentioned above) are undertaken after the district-level counseling for transfers within the seniority unit is completed. The Competent Authority shares information regarding remaining vacant seats in the district/division for inter-district/inter-division transfers. Inter-unit transfers take place only for schools in Zone A and Zone B.

Figure 5.5: Excess Teacher Transfer Process



Source: MIS Section, SSA Karnataka

5.1.3 Excess Teachers Transfer: The number of excess teachers is calculated according to the PTR. A minimum of two-teacher norm (as per NPE 1986) is maintained when calculating excess teachers in a school. After the numbers of excess teachers has been calculated, they are transferred to schools that are in need of teachers. A priority list, as defined above, is generated and these teachers are called for counseling to select school based on the vacancies.

5.1.4 Mutual Transfers: Such transfers take place when two teachers agree, in writing, to inter-change their schools/posts. Mutual transfers are not considered as a part of the transfer on request and hence, it is not counted in the 5 per cent or 1 per cent upper limit. Teachers in probationary period are not allowed to apply for mutual transfer. Mutual transfers are only allowed within Zone B and Zone C and between the three zones (i.e. mutual transfer within Zone A is not allowed).

5.1.5 Transfers for disciplinary action: Often, teachers are transferred to educationally backward/remote areas as a part of the disciplinary action. Such transfers are conducted after the second round of transfers. If a teacher, working in an urban area, faces time-bound penalty under Karnataka Civil Services (Classification, Control and Appeal) Rules, 1957 (GoK, 1957) or criminal charges, then they can be transferred to Zone C. If there is no vacancy in Zone C, then a vacancy is created by transferring an eligible from Zone C to Zone B/Zone A. This is the only kind of transfer that does not involve computerized counseling (GoK, 2001c). Field interactions indicate that this is rarely practiced. Teachers are initially given warning and if a teacher still does not comply, only then they are transferred on disciplinary grounds.

5.1.6 Transfers for public interest: The Government can transfer a teacher from/to a particular school/area for smooth functioning, by citing public interest as a reason.

5.2 Aided-Secondary School Teachers: Teachers in aided-secondary schools can be transferred under the following conditions (GoK, 1999):

1. Existence of vacancy based on the staffing pattern, as specified in the Rules and/or in accordance with subject, strength and attendance;
2. Management justifies the nature and cause of vacancy with supported documents;
3. Transfer of a teacher (approved aided post) to another aided post.

The Competent Authority (DDPI for Secondary Schools) can grant permission if the transfer is within different educational institutions of the same management or/and the transfer is between two managements, with the consent of both the managements. The Government can

also grant permission for transfer of a teacher outside the State of Karnataka, either within the institution of the same management or different management. If it is former, the transfer is considered as re-deployment and in case of, the teacher is given permission to retire from the service and pension benefits/gratuity is given as per rules. Similarly, teachers from aided institutions in other states can be transferred to aided institutions in Karnataka. These teachers do not lose their seniority, until and unless they are expected to resign in their parent state. Such inter-state transfers are temporary and for a maximum period of five years (GoK, 1999). In cases of transfers within the institutions of the same management, teachers do not lose their seniority in the new institution. When teachers are transferred from one aided-institution to another (under different managements), they lose their seniority in the new institution. However, service in the previous aided institution is counted for benefits of salary, leave and pension (GoK, 1999).

5.3 Review of Transfer Process

5.3.1 Good Practices

1. Inclusive and transparent process: The preparation of provisional list of applicants based on priority, defined in the Act, and the final selection through a process of computerized counseling ensures transparency and inclusiveness. The upper limit curbs mass transfers of teachers for political reasons as well as limits the number of schools that would be affected due to transfers. The introduction of counseling process in 2000 has helped in regulating and expediting the process. During FGDs, it was found that the upper limit and priority list makes it difficult for applicants outside the priority list to avail transfer.
2. Couple transfers – beneficial yet limited access: The current set of rules give higher preference to couples working for the Department of Public Instruction. In order to be eligible for such transfers, teachers need a minimum of three years of service. Higher priority is given when both spouses are teachers/Government employees.

During FGDs, teachers expressed their concerns related to couple transfer. They explained that often transfer of a spouse, before the completion of three years or marrying someone outside the unit of seniority, means that both partners reside in different locations for long time periods. Another limitation, as pointed out by them, is that it can be utilized only once during the entire service period of the teacher.

3. Mutual transfers are beneficial: The provision of mutual transfers, without any upper limit, is beneficial for teachers. Such transfers curbs the expenses incurred by the Department during detailed transfer process.

5.3.2 Concerns and Challenges

1. Issues with transfers related to disciplinary action: Transfers to educationally backward blocks/remote areas due to disciplinary action is viewed as a punishment for an individual. It also acts as a penalty for the school that gets a teacher who is facing disciplinary action (for criminal/time-bound penalty). Schools in educationally backward blocks/remote areas need special attention by teachers and such transfers might be unfavorable for these schools.

Chapter 6: Salary and Service Conditions of Teachers in Karnataka

Salary, allowances and other non-monetary benefits are a key factor in motivating teachers. In Karnataka, teachers receive a range of monetary and non-monetary benefits. Other than the difference in the pay scales, all other allowances, and monetary and non-monetary benefits for all teachers in primary and secondary schools are same across the state. HMs have slightly higher pay-scale and number of leaves as compared to teachers in primary schools.

6.1 Salary and Other Monetary Allowances: In addition to their basic salary, teachers receive different types of monetary allowances, which are explained in Table 6.1.

Table 6.1: Pay scale, annual increments and paid leave

Norm	Elementary School Teachers	Elementary School HM	Secondary School Teachers	Aided Secondary School Teachers
Salary Scale	Rs. 13,600 - Rs 26,700	Rs 16,000 - Rs 29,600	Rs 17,650 - Rs. 32,000	
Annual Increment	Rs. 300 - Rs 350	Rs 400 - Rs 500	Rs. 450 - Rs 500	
Paid Leave	(i) 10 days earned leave annually (ii) May and June (2 months) (iii) October (1 month) (iv) 10 days casual leave	(i) 30 days earned leave annually (ii) 40 half day leave (iii) May and June (2 months) (iv) October (1 month)	(i) 10 days casual leave annually (ii) 10 days earned leave annually (iii) May and June (2 months) (iv) October (1 month)	

6.1.1 Salary scales and annual increment: Teachers (both elementary and secondary) in government-run schools in Karnataka belong to the Group C cadre and Head Masters (HMs) belong to Group B cadre of the Karnataka Civil Services. However, pay scale for teachers in Karnataka is not at par with the 6th Pay Commission of the Government of India (D3, 09 April 2014; GoK, 2012h, 2013b, 2013i; S1, 12 February 2014; S3, 12 February 2014; S4, 06 May 2014). The pay scale at the time of appointment for a new primary and upper primary teacher is Rs. 13,600 to Rs. 26,700 with an annual increment of Rs. 300 to Rs. 350. The pay scale for a newly appointed secondary school teacher is Rs. 17,650 to Rs. 32,000 with an annual increment of Rs. 450 to Rs. 500. The pay scale for HMs (in primary schools) is Rs. 16,000 to Rs. 29,600 with an annual increment of Rs. 400 to Rs. 500. All salaries are credited through Electronic Credit System (ECS) in the bank accounts of teachers, including honorary/substitute teachers and a pay-slip is shared with the concerned teacher.

Furthermore, a Non-Graduate HM (usually a non-graduate primary school teacher promoted to the post of a HM in a primary school {S4, 06 May 2014}) receives a salary of Rs. 17,650 to Rs. 32,000. In case the salary of the teacher, who is promoted to the post of NGHMH, is above Rs 17,650 then only an additional increment in the salary is given (GoK, 2012b, 2013b). These pay scales were revised in 2012 (GoK, 2012b).

6.1.2 Time Bound Increment: Apart from the annual increment, teachers are also eligible for a fixed time-bound increment after 10 years of service. This time bound increment is given every five years from the 10th year of service (i.e. 10th, 15th, 20th etc.). Prior to April 2012, a teacher could only receive 5 stagnation increments (i.e. till 30th year of service).

6.1.3 Additional Increment on completion of 25 and 30 years of service: Those who have continued in the same post for a period of 25 years, without taking a single promotion, are granted a second additional increment in the scale of pay. Similarly, those who continue in the same post for 30 years, without taking any single promotion, are granted a third additional increment in their pay scales (GoK, 2012g) As per the current salary-scale, it is Rs 700 for elementary school teachers and Rs 800 for secondary school teachers. A recent notification says that a 4th stagnation increment for 35 years of service could also be granted (GoK, 2012f).

6.1.4 Dearness Allowance (DA): All elementary and secondary government teachers receive a dearness allowances (DA) along with their basic pay. This was increased from 9 per cent to 15 per cent of the basic salary, with effect from 1st July 2013 (GoK, 2013g).

6.1.5 House Rent Allowance (HRA): House Rent Allowance (HRA) is given to those teachers who do not avail government housing (provided by Public Works Department in certain rural areas). The three-zone categorization concept is used to decide the HRA. Teachers working within BBMP area (i.e. Zone A) receive 30 per cent of their basic pay as HRA. HRA for Zone B and Zone C is 20 per cent and 10 per cent of the basic pay respectively (GoK, 2013e).

6.1.6 City Compensatory Allowance (CCA): A special city compensatory allowance is given for those teachers and HMs, who work either in BBMP areas or in Belgaum/Hubli-Dharwad/ Mangalore/Mysore. This allowance is given on the basis of their cadre. Teachers (Group C cadre) receive Rs. 350 as CCA in BBMP areas and Rs. 250 as CCA in other identified areas. HM (Group B cadre) receives Rs. 400 and Rs. 300 as CCA in BBMP areas and other identified cities respectively (GoK, 2012b).

6.1.7 Conveyance Allowance: A basic conveyance allowance is paid to teachers who use their own vehicles for official journeys. Teachers receive Rs. 400 per month and HM receive Rs. 600 per month as conveyance allowance (GoK, 2012c).

6.1.8 Hill Station Allowance: Teachers and HMs working in Madikeri (Kodagu district), Nandi Hills, Sri Mahadeshwara Swamy Hills, Krishna Raja and Biligiri Ranga Hills are given an additional hill station allowance of Rs. 300 per month (GoK, 2012d).

6.1.9 Medical Allowance: For teachers in Group C cadre, a medical allowance of Rs. 100 is given every month (GoK, 2012e).

6.1.10 Paid leave: Teachers are granted 10 days of earned leave per year along with two months of paid leave during summer holidays (April and May) and one month of paid leave during October holidays. Teachers can accumulate and exchange their earned leave for cash. A maximum of 300 earned leave can be accumulated and a maximum of 15 accumulated leave can be exchanged for cash every year. Encashment of leave is based on the teachers' pay scale. HMs are granted 30 days of earned leave and 40 half day leave, in addition to the three-month paid leave during April, May and October. All teachers and HMs are provided 180 days of paid maternity leave and 15 days of paid paternity leave in case of birth/adoption, up to two living children. Paid medical leave is also provided based on medical needs/conditions and medical/maternity/paternity leaves do not affect annual increments (D3, 09 April 2014; GoK, 2001a, 2012h, 2013b, 2013i; S3, 12 February 2014; S5, 06 May 2014). The same leave rules are applicable to the teachers of aided-secondary schools (for approved posts only) (GoK, 1999).

Teachers have to apply for casual/earned leave in advance (2-3 days usually) and a leave application form needs to be submitted to and approved by the HM/HT. In case of emergency, they are allowed inform HM/HT and file the leave application form later.

6.1.11 Teaching - Learning Materials (TLM) Grants: Till 2012-13, every teacher of lower and upper primary school was given Rs. 500/- per year as teacher grant for the preparation of teaching-learning materials. However, these grants were not approved for the academic year 2013-14 (SSA, 2014). Secondary school teachers also receive TLM grants through Rashtriya Madhyamik Shiksha Abhiyan (RMSA). TLM grants are not an allowance or a benefit because it is supposed to be used by teachers for the specific purpose such as to procure / develop teaching learning materials. Such grants also prevent teachers from spending from their own pockets.

6.2 Access to Other Benefits: Teacher in Karnataka have access to certain other benefits that play an important role in creating a sense of security and raising their motivation level. These are given below:

6.2.1 Teachers' Benefit Fund Facility: National Foundation for Teachers' Welfare was set up in 1962 by the Government of India under Charitable Endowment Act 1890, to promote welfare of teachers and has units in all states and union territories. The Government of Karnataka established the Karnataka State Teachers' Benefit Fund in 1963. Contribution for National Foundation for Teachers' Welfare is raised through sale of Token Flags on the eve of Teachers day. Through this fund, elementary and secondary school teachers receive different benefits/scholarships. Some of them include:

1. Benefit given to teachers under National Foundation for Teacher's Welfare:
 - a. Medical assistance to teachers and their dependents: Medical Assistance ranging from Rs. 3000/- up to a maximum of Rs. 15000/- is sanctioned to teachers and their dependents for medical treatment, based on the intensity of the illness. For this purpose, the ailments are categorized as 'D', 'E' and 'F'. Only one application is considered from a teacher in a year. Teachers who have taken treatment in Hospitals, Nursing Homes and Polyclinics are eligible for this benefit.
 - b. Financial assistance for family maintenance to the families of the deceased teachers: In the event of death of a teacher while in service and where the family pension is yet to be settled, a financial assistance of Rs. 7000/- is sanctioned to the family of the deceased for family maintenance. Rs. 2000/- is sanctioned to the families of teachers who die after retirement. Application for financial assistance has to be submitted within 180 days from the date of death, along with Death Certificate and Legal Heir certificate.
 - c. Financial assistance for the higher education of children: Financial assistance ranging from Rs. 300/- to Rs. 1000/- is given to teachers for the education of their children from Pre-university level to Degree Level (including Diploma). Financial Aid is granted for only one child of the teacher in a year. Even if both husband and wife are teachers, the financial assistance is limited to one child only.
2. Benefit given to teachers under Karnataka State Teachers' Benefit Fund:
 - a. Merit Scholarships to children of teachers: Merit scholarships are sanctioned to children of teachers on the basis of their performance (see Table 6.2).

Table 6.2: Details of Merit Scholarships for children of Teachers

Degree	Number of Scholarships	Amount for Scholarship
SSLC	10 per district	Rs 500 each
PUC	4 per district	Rs 1,000 each
Degree	1 per discipline at University	Rs 1,500 each
Post-Graduation	1 per discipline at University	Rs 2,000 each

- b. **Guru Bhavans and Guest Houses:** Guru Bhavans and guesthouses are used by teachers for events/training/visits to taluk or district HQ and the cost of the Guru Bhavan is met by the Teachers Association. A maximum of Rs. 20 lakhs grant is sanctioned for construction of Guru Bhavans at Taluk and District levels. Guru Bhavans include auditoriums to organize events/training for teachers. In addition, grant of Rs. 1 lakh per room, subject to a maximum of Rs. 10 lakh, is sanctioned for construction of guest rooms attached to Guru Bhavans. The remaining cost, subject to minimum of 20 per cent of the estimated cost of the Guru Bhavan, is met by the "Guru Bhavan Committee".
- c. **Meritorious awards to Teachers:**
- District Awards:** District Awards carrying cash prize of Rs. 3000/- is given to teachers who have rendered meritorious service. Total number of awards is 357 (Primary school teachers – 202 and High school teachers – 155) and the selection of teachers is done by the District Level Committees. Teachers are not supposed to apply directly for this award.
 - Special Awards:** State Level Award of Rs. 5000/- each is sanctioned to 8 teachers for Scientific and innovative work. Applications for this award are invited from eligible teachers from primary and secondary education during August / September every year through paper notification.
 - Rajiv Gandhi Memorial Award:** Rs. 12000/- each is awarded to two Best Science Teachers (primary and secondary) at the state Level. Applications for the award are invited from eligible teachers during August / September every year through paper notification.
 - Conduct of Literary and Cultural activities for Teachers at Taluk, District and State levels:** Literary and Cultural competitions for primary and high schools teachers are conducted at Taluk, District and State levels. First three places at state level competitions are given a cash award of Rs. 3000/-, Rs. 2000/- and Rs. 1000/- respectively. Besides Rs. 500/- is as contingent expenses to teachers prepare teaching aids for the competition.

6.2.2 Government Insurance: Life insurance coverage is given to teachers and HMs through Karnataka Government Insurance Department (KGID). Life insurance of Rs. 1,20,000 to teachers (Group C cadre) and Rs. 1,80,000 to HMs (Group B cadre) is given at a personal monthly contribution of Rs. 120 and Rs. 180 respectively (GoK, 2014c; S3, 12 February 2014). Teachers/HMs are also entitled for insurance against accident and depending on the nature of accident, they get can between Rs. 5,000 to Rs. 25,000.

6.2.3 Provident Savings Fund: An amount of Rs. 6.875 for every Rs 10 monthly subscription is credited to Savings Fund of the teachers and HMs, held by the Government (i.e. if a teacher has a monthly subscription of Rs 1,500, then an amount of Rs 1,031.25 (Rs 6.875 x 150) is credited by the government). Total accumulation of savings along with interest is payable to teachers and HMs on their retirement or on cessation of employment with the State Government or to their nominee / family in case of death during service. The annual rate of interest is 8 per cent (GoK, 2014c).

6.2.4 Study leave to complete higher education: Teachers, with a minimum of 5 years of experience and maximum 45 years of age, can opt to pursue higher education in B.A./B.Sc./B.Ed. or post-graduate/M.Phil./Ph.D. in their chosen stream. The government provides paid leave (sabbatical) for a period up to 4 years (3 years for B.A/B.Sc., 1 year for B.Ed., and 2 years for post-graduate course). During the study leave, teachers get salary along with half of their DA amount and their post is filled temporarily. The government also bears the cost of higher education i.e. tuition and examination fees (GoK, 2010a). On re-joining service, they are given a promotion based on the degree acquired, as per their service/seniority and vacancies available. This facility (paid leave and promotion) is provided only if the teacher signs a contract to work in a government school for at least 10 years after the completion of the degree.

Currently, up to 15 teachers per block can pursue higher education. Although, as per the policy, all teachers can apply for this provision, however, only those teachers who want to pursue higher degree in English, Mathematics and Science have been granted permission. This is mainly due to the large number of existing vacancies for these subjects (GoK, 2014a, not dated-b; S3, 12 February 2014; S5, 06 May 2014). Hence, only 750 teachers have applied for this provision.

6.2.5 Travel Allowance: Two kinds of travel allowance are provided to teachers and HMs (S3, 12 February 2014):

1. Hometown travelling allowance for those posted in other places: This annual allowance is also available for immediate family members.
2. Re-deployment by Government: When a teacher/HM is re-deployed by the government (not on personal requisition), travel allowance to relocate (for immediate family as well as luggage) is provided.

6.2.6 Retirement benefits: Teachers and HMs receive monthly pensions after retirement, which is based on their pay scale at the time of retirement (S4, 06 May 2014). In March 2006, the Government of Karnataka introduced the New Defined Contributory Pension Scheme and replaced the existing system of Defined Benefit Pension System. The new system is applicable to all new government employees hired on or after 01.04.2006 (GoK, 2006). Under this scheme, teachers contribute 10 per cent of basic pay and DA every month, which is matched by the State Government in equal proportion. For teachers in aided-schools, the Direct Benefit Pension System has been discontinued and the New Contributory Pension Scheme is available on optional basis for both employees and employers. However, the employer contribution is made by the aided-institution (GoK, 2006, 2014b). Retired teachers and HMs can also work as Guest Teachers (if necessary) for a fixed honorarium. In 2013-14, the fixed honorarium for retired teachers was Rs. 10,000 per month (D1, 08 April 2014; S4, 06 May 2014). During FGDs, teachers pointed out that all government employees recruited after 2006 have to forego a part of their salary due to the new contributory scheme.

6.2.8 Others: Some other miscellaneous allowances/non-salary benefits enjoyed by teachers and HMs include:

1. Housing loan facility through HUDCO (on approval from the Department).
2. Interest free vehicles loans (as per their cadre and pay scale).
3. Interest free festival loans (to be paid within a year).
4. KSIC and other Karnataka government co-operatives give discounts for purchase of sarees and extended loan facility for purchase of other products.

6.3 Review of Monetary and Non-monetary Benefits

6.3.1 Good Practices

1. Fair pay package and liberal leave policy: The pay policy is good and offers a range of benefits that make the job secure and attractive. Leave policy is very liberal as teachers have high number of earned leave, in addition to the paid three-month holiday in a year. The range of allowances incorporates special working conditions of teachers in hilly areas, remote areas and urban settlements. Hence, they are inclusive in nature. Besides, access to loans and various other welfare provisions offer protection and allowances for

preparing TLM, laboratory equipment purchase and fund facility cushion the expenses that are incurred by teachers in the school.

2. Professionalise teaching profession by incentivising further studies: Paid sabbatical leave, reimbursement of fees and job guarantee after achieving higher degree provides incentives to teachers to study further. It also recognises teaching as a professional job.
3. Awards given for good performance: Provisions of awards for good performance signifies the presence of mechanisms for recognizing hard work and dedication, and act as motivator.

6.3.2 Challenges

1. Delays in time-bound increment and encashment of leaves: A time-bound increment for teachers with 10 or more years of service is based on the service records of the teachers, which is maintained by the HRMS database. Delays in updating the database at the state level often leads to delays in recognition of eligibility for time-bound increments and subsequent increase in pay scale. In two sample blocks, multiple cases for approval of such increments were brought to Shikshana Adalats (explained in Chapter 9). These cases were resolved after service records were scrutinized. However, teachers face difficulties in getting the increment in blocks/districts where Shikshana Adalats are not held regularly. Similarly, encashment of leave poses an issue on regular basis. But this is often resolved when additional funds are allocated to the block office.
2. Higher degree related issues: The current practice of allowing only English, Mathematics and Science teachers to pursue higher degree prevents other subject teachers to avail benefits of paid leave and tuition fee reimbursement in order to pursue higher degree.

Table: Comparative Consolidated Salaries for Elementary School Teachers

Elementary School Teachers	Basic salary	DA (based on location)			HRA (based on location)			City Compensatory Allowance (for Zone A and B only)			Consolidated including other allowances (HRA and CCA)		
		Zone A (30%)	Zone B (17%)	Zone C (10%)	Zone A (30%)	Zone B (20%)	Zone C (10%)	Zone A	Zone B	Zone C	Zone A	Zone B	Zone C
Newly Recruited Teacher	13,000	3,900	2,210	1,300	3,900	2,600	1,300	350	250	0	21,150	18,060	15,600
Teacher with 15 years of experience	18,000	5400	3060	1800	5,400	3,600	1,800	350	250	0	29,150	24,910	21,600
Teacher with 25 years of experience	24,000	7200	4080	2400	7,200	4,800	2,400	350	250	0	38,750	33,130	28,800

Note: The calculation does not include allowances and increments not specified here (hilly allowance, 10/15/20/25/30 year increment, medical allowance and other allowances mentioned in the chapter).

Table: Comparative Consolidated Salaries for Secondary School Teachers

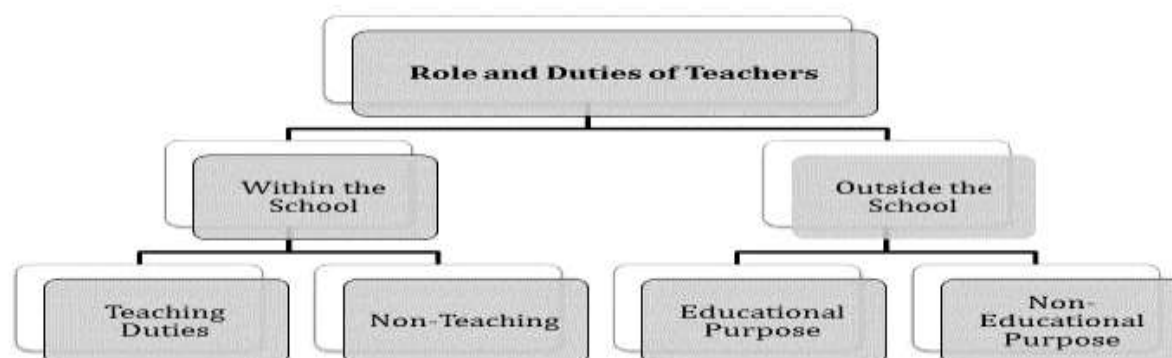
Elementary School Teachers	Basic salary	DA (based on location)			HRA (based on location)			City Compensatory Allowance (for Zone A and B only)			Consolidated including other allowances (HRA and CCA)		
		Zone A (30%)	Zone B (17%)	Zone C (10%)	Zone A (30%)	Zone B (20%)	Zone C (10%)	Zone A	Zone B	Zone C	Zone A	Zone B	Zone C
Newly Recruited Teacher	16,000	4,800	2,210	1,300	4,800	3,200	1,600	350	250	0	25,950	21,660	18,900
Teacher with 15 years of experience	21,600	6480	3672	2160	6,480	4,320	2,160	350	250	0	34,910	29,842	25,920
Teacher with 25 years of experience	30,000	9000	5100	3000	9,000	6,000	3,000	350	250	0	48,350	41,350	36,000

Note: The calculation does not include allowances and increments not specified here (hilly allowance, 10/15/20/25/30 year increment, medical allowance and other allowances mentioned in the chapter)

Chapter 7: Duties and Day-to-Day Management

Teachers have an important role to play, not only in the classroom but also within and outside the school. Their contribution to various aspects outside the classroom is immense. They also act as a support system for the HM and local community in ensuring universalization of education.

Figure 7.1: Explaining the various role and duties of Teachers



7.1 Role of Teachers within school

7.1.1 Teaching Duties: Teaching duties comprises of the following (D1, 08 April 2014; D3, 09 April 2014; S4, 06 May 2014; S5, 06 May 2014):

- Framing weekly time-table for the class;
- Ensuring that all students have relevant textbooks (provided by the government);
- Preparing lesson plans as per the time-table;
- Explaining topics/chapters using simple teaching-learning materials;
- Maintaining student-related records (socio-economic profile of students, parent-related information, attendance and academic {CCE} records);
- Remedial classes for slow learners;
- Conducting and assessing tests;

Teachers are required to maintain a minimum of seven hours of work per day and at least 220 working days in a year. In primary schools, teachers are supposed to work for about 800 hours annually, while in upper primary school, they are expected to put in about 1000 hours annually (GoK, 2010b).

7.1.2 Autonomy in the classroom: Syllabus, curriculum and textbook is designed and developed by state level officials. Teachers, in general, do not play a significant role in deciding ‘what should be taught in the classroom’. They, however, can decide ‘how the topics should be in the classroom’. They often change the sequence of the topics (from what is given in the textbook), develop their own

TLM based on the competency levels of the class, use varied methods to explain different concepts and utilize different activities that are grade/school specific. During FGDs, teachers explained that as long as the lesson plan was developed and finalized at the beginning of the academic year, they could make various changes in the way they planned their lessons.

7.1.3 Non-teaching duties: Apart from the teaching duties listed above, teachers are also assigned non-teaching duties within the school premises. They are expected to be actively involved in cultural, sports and environment-related activities in school and assist the HM/HT in maintaining data on out-of-school-children (OoSC) in the vicinity of the school. In elementary schools, teachers are also responsible for cleanliness of the school ground and classrooms, functioning of the library and manage different student clubs/associations. These non-teaching duties are allocated by the HM/HT. Although, these non-teaching duties are in addition to the teaching job, they fall under the purview of education (D1, 08 April 2014; D3, 09 April 2014; S4, 06 May 2014; S5, 06 May 2014).

Table 7.1: Percentage of teachers involved in non-teaching assignment in elementary schools in Karnataka (year-wise)

	2009-10	2010-11	2011-12	2012-13
Number of Teachers involved in Non-teaching assignment	20,514	35,738	34,096	4974
Total Number of Teachers	2,80,282	2,97,502	3,87,130	3,06,117
Percentage of Teachers involved in Non-teaching assignments	7.32%	12.01%	8.81%	1.62%

Source: Compiled from UDISE data for 2009-10, 2010-11, 2011-12 and 2012-13

An analysis of UDISE data for the period 2009-13 depicts that prior to the implementation of RTE, the percentage of teachers involved in non-teaching duties was less than 15 per cent of the total strength of teachers. This has dropped drastically to less than 2 per cent after RTE was enforced in the state in 2012. Another teacher-wise analysis to understand the extent of time (days) spent in non-teaching assignments (as reported through DISE) depicts that less than 8 per cent of teachers (prior to RTE implementation) and less than 2 per cent of teachers post RTE spent 15 days or more on non-teaching assignments (as shown in Table 7.2 below).

Table 7.2: Total number of elementary school teachers involved in non-teaching assignments

Number of days of non-teaching assignment	2009-10	2010-11	2011-12	2012-13
0 days	51,201	47,817	59,962	59,798
1 day - 5 days	1,832	2,654	2,288	161
6 days - 10 days	1,720	2,826	2,172	214
11 days - 15 days	889	1,478	1,246	111
More than 15 days	2,628	4,652	5,228	700
Total Number of Teachers	58,270	59,427	70,896	60,984

Source: Compiled from UDISE data for 2009-10, 2010-11, 2011-12 and 2012-13

7.2 Role and additional duties outside the school

Apart from the above-mentioned teaching and non-teaching duties, teachers can undertake additional work (educational and non-educational purposes) outside school for which they are paid separately.

7.2.1 Other paid work for educational purposes: Teachers can undertake various paid work for educational purposes outside the school. For example, they can teach bridge courses (organized by the Department/SSA/RMSA) to OoSC/drop-outs during holidays. They can also opt to become resource persons to conduct in-service training. If they conduct training during summer, they get Earned Leave (EL) benefits i.e. one day's pay is given for each EL. Involvement in child census is another form of paid work done by teachers. This also helps to identify and mainstream OoSC. Secondary school teachers are deputed for invigilation duties during Class X examinations, Navodaya Vidyalaya entrance examination and National Talent Search Examination (NTSE). They are also sent for valuation of Class X examinations. However, as per Section 28 of the Right to Education Act 2009 (GoI, 2009), teachers are not allowed to undertake private tuitions.

7.2.2 Other paid work for non-educational purposes: Prior to the implementation of Right to Education Act 2009, teachers could engage in a wide range of non-teaching duties outside the school. However, Section 27 of the Act (GoI, 2009) prohibits deployment of teachers for non-educational purposes other than elections (booth level officers for local body/state/centre elections), population census and disaster relief. Secondary school teachers are also deputed for election work, population census and disaster relief. Teachers are also deputed for different kinds of surveys that are conducted by the Government (primary health survey, social survey etc.).

7.3 Role and duties of HMs in elementary schools

As mentioned earlier, in elementary schools HM posts are sanctioned based on the number of students. In the absence of HM post, the senior teacher (often called Head Teacher) is entrusted with these responsibilities.

The prime role of an HM/HT in elementary schools is to oversee administrative, teaching and day-to-day activities in the school. The HM/HT maintains school-related documents, records all school-level activities, manages the cash flow for the school and supervises teachers in preparing their lesson plans. As the President of the School Development and Monitoring Committee (SDMC), the HM/HT is also involved in preparing and implementing School Development Plan (SDP). Mid-day Meals (MDM) implementation is another key responsibility. All cultural, sports and extra-curricular activities are planned and executed under the guidance of HM/HT. Other responsibilities include enrolling OoSC in the area; checking student and teacher absenteeism; approving casual leaves (CL) for teachers; allocating non-teaching duties to teachers; nominating teachers for training as well as

nominating retired teachers for substitution. In addition, the HM/HT also have teaching duties. In short, the HM/HT ensures that all aspects of the school functions smoothly (D3, 09 April 2014; GoK, not dated-a; S4, 06 May 2014).

7.4 Review of duties and day-to-day management of teachers

7.4.1 Good practices

1. Leave sanctions are easy: The HM/HT is the approving authority for casual/sick leave for teachers. All teachers mentioned that leave are granted quite easily. When a leave are pre-planned, approval has to be taken 1-2 days in advance. Unplanned leave are approved by the HM/HT over the phone and written applications are submitted later. Long leaves (medical/maternal/paternal) are sanctioned by the CRP/BEO but final approval is granted only after the verification of the requisite documents.

7.4.2 Concerns

1. Additional clerical and cleaning duties in the elementary schools: The post of clerks is not sanctioned to elementary schools in Karnataka. HMs or HTs (senior most teacher in school) are in-charge of clerical duties such as accounts maintenance, arranging for caste/income certificate for scholarships for students and mid-day meal (MDM) related duties (i.e. buying vegetables and other groceries, ensuring cleanliness in the kitchen, maintaining certain level of food quality, maintaining the register for MDM). These additional duties are often passed on to teachers, which increase their workload within the school.

Similarly, no Group D employee post is sanctioned in elementary schools to ensure that the school compound, classrooms and toilets are clean. As a result, teachers and students are entrusted with this duty. Discussion with teachers indicated that parents and community often question them if students are involved in cleaning the school.

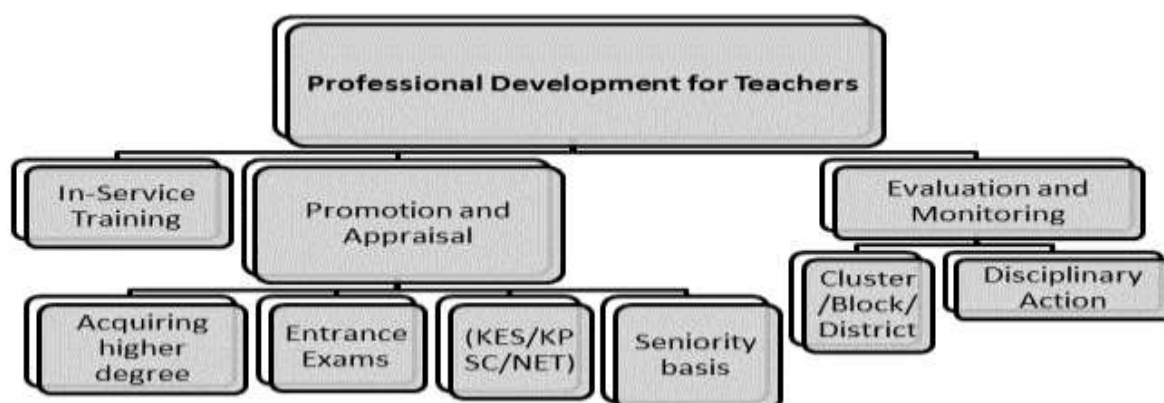
2. Teachers view CCE record-maintenance as taxing: Within the school, teachers have a wide range of records to maintain. Post RtE, teachers find maintenance of CCE related records for individual students strenuous. With a class-size of 40 students, to maintain detailed formative and summative development of the student is time-consuming and is often completed at home. Simplification of CCE and related record-maintenance is one of the top recommendations of the Karnataka State Primary School Teachers Association (KSPSTA) to the Department. However, the department feels that the CCE record maintenance has been simplified and because teachers are not used to it, they resist the responsibility (Centre for Budget and Policy Studies, 26 June 2014).

3. Teachers as resource persons affect their classes: Often teachers are nominated or opt to become resource persons at block level. This additional paid-work adversely affects their classes. One of the block-level officers mentioned that in their block, there were very few resource persons to conduct English training. This meant that most of their teaching-hours were spent in training other teachers, neglecting their classes.

Chapter 8: Career Progression and Performance Evaluation

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

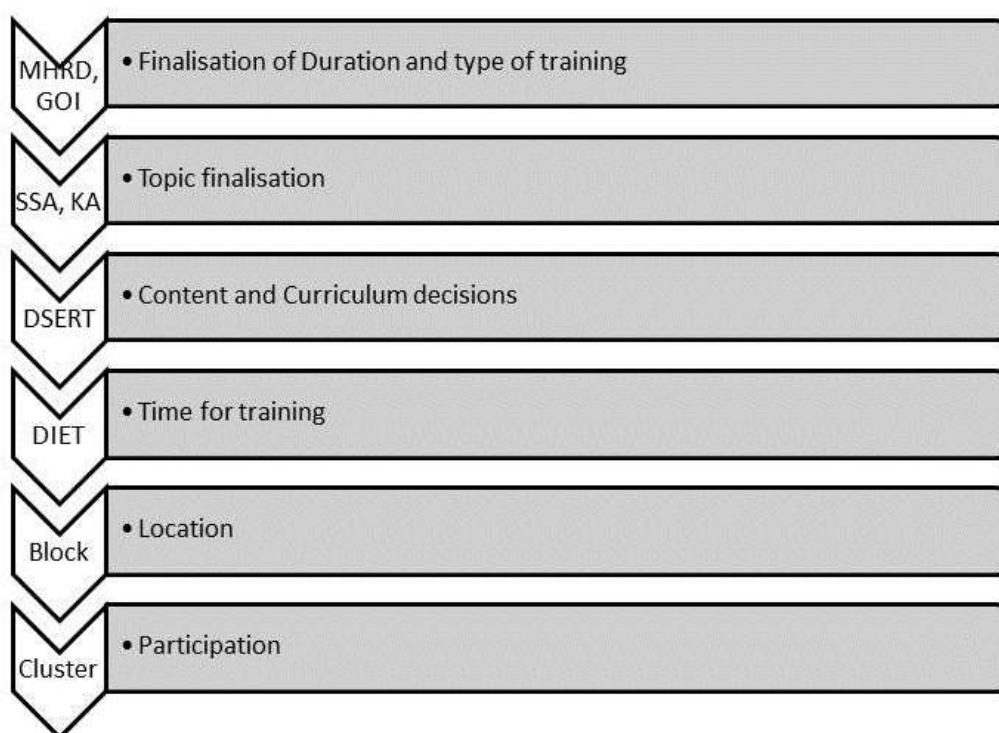
Figure 8.1: Types of professional development available to teachers



8.1 In-service training for teachers

Department of State Educational Research and Training (DSERT) is the State Apex body that is responsible for conducting in-service teacher training. DSERT is in-charge of developing curriculum and also ensures teacher training, which is conducted through 27 District Institutes of Education and Training (DIETs) located across the state (Karnataka, 2010). Both DSERT and DIETs prepare training modules for general and curricular aspects. The training for elementary school teachers is conducted in collaboration with Sarva Shiksha Abhiyan (SSA) and for secondary schools teachers in collaboration with Rashtriya Madhyamik Shiksha Abhiyan (RMSA).

DSERT follows the cascade mode of training. This implies that the state level Resource Persons (RPs) are trained at DSERT and they, in turn, train district level RPs. The district level RPs conduct trainings for specified topics at block level (S7, 21 May 2014). In addition to specific training, cluster level sharing meetings are also undertaken. During these meetings, Cluster Resource Persons (CRPs), HMs and teachers discuss issues/difficulties that they face in the classroom. Such cluster level sharing meetings are organized to ensure that the needs of individual teachers are addressed (D2, 08 April 2014; D4, 09 April 2014).

Figure 8.2: Cascade mode of In-service training

MHRD, GOI: Ministry of Human Resource Development, Govt. of India

SSA, KA: Sarva Shiksha Abhiyan, Karnataka

DSERT: Department of School Education Research and Training

DIET: District Institute of Educational Training

8.1.1 Finalization of duration and topics: Every year during January, district level officials (DIET) prepare a need-based proposal for training (which includes suggested topics and duration) and submit the same to the state office of SSA/RMSA. The state office presents the consolidated proposal (from all districts) to the Ministry of Human Resource and Development (MHRD), Government of India. Based on the proposal, MHRD decides the number of days for in-service training and allocates the budget (MHRD/SSA, 2014; S6, 06 May 2014). After the duration is finalized, the state SSA/RMSA offices, along with experts and district level officials, decide main topics that would be addressed in the training for the given year.

During 2013-14, 7 days of training was finalized for elementary school teachers and topics included Comprehensive Continuous Evaluation (2 days) or Nalli Kalli¹⁵ (2 days), British Council English

¹⁵ Nali-kali started in 1995, as a small UNICEF-assisted pilot project in H. D. Kote, Mysore District. Searching for ways to revitalize primary schools, a group of 15 primary school teachers and administrators went to Rishi Valley Madanapalle, Chittoor district, Andhra Pradesh) to study the satellite schools where children in multi-grade classrooms were learning to read, write and unleash their creativity in a joyful and exciting environment. UNICEF has assisted SWASTH programme in few select blocks during 2003-04 to 2006-07 have also been adopted the Nali-Kali approach of Teaching and learning. Sahapura, Surapura, Alanda, Lingasgur, Raichur, Manvi, Sindhanur & Devadurga). As this methodology was more appropriate in multi grade situation in a school, this methodology was introduced in 13691 schools of Karnataka where the number of children is less than 30 at lower primary level under Sarva

Training (3 days) and Cluster sharing (2 days). 2.26 lakh teachers were trained in 2013-14 (S7, 21 May 2014). For 2014-15, MHRD had approved 10 days of training with the following break-up:

Table 8.1: In-Service training plan for 2014-15 (SSA)

Classes/Grade	Topic	Number of days
1-3	Nalli-Kalli	5 days
4-5	New textbook training	5 days
6-7	Science and Math training	5 days
All classes	Cluster Sharing	5 days

Source: DSERT

In 2014-15, 1.5 lakh teachers were supposed to get trained and included all lower primary teachers and 1/3rd of upper primary teachers, particularly Math and Science teachers (S7, 21 May 2014).

For secondary school teachers, 5 days of compulsory in-service training and 5 days of induction training for new teachers were conducted for the academic year 2013-14 and 21,450 teachers attended in-service training and 3,089 teachers attended the induction training. 5 day training for 3,196 HMs was also conducted to help them understand their administrative roles.

At the cluster level, Cluster Resource Persons (CRPs), HMs and teachers decide the topics for cluster level sharing meetings (D2, 08 April 2014; D4, 09 April 2014; S6, 06 May 2014; S7, 21 May 2014).

8.1.2. Content and curriculum: Once the topics and duration for the training is finalized, the DSERT invites DIET lecturers, senior/retired teachers, resource persons to discuss the content and curriculum for the trainings. The final content is printed by DSERT and is supplied to the Block Resource Centre (BRC). Often, external resource person is called for specialized training. For example, in 2013-14, British Council conducted the English language training for all teachers across the state.

8.1.3 Decision on time, location and participation: Post content-development, the state offices of SSA/RMSA prepare a tentative calendar of events for specific trainings to be completed within a given month. The calendar of events is sent to BRCs and block level specific schedule of trainings is prepared in consultation with CRPs and DIET. Usually the BRC office is used for block level training and for other locations, decisions regarding logistics are taken by BRC (D2, 08 April 2014; D4, 09 April 2014; D6, 03 June 2014). Since 2013-14, no residential training has been organized due to resistance from teachers (especially lady teachers). Also, very low unit cost is sanctioned for the training. In 2013-14, MHRD sanctioned only Rs. 100 per teacher per day for trainings. This cost

Shikha Abbyan.in the year 2008-09 as per Government order No.ED 22 MCD 2008 Bangalore, dated 31.01.2008 (ED 16 Sweemer (Unique) dated 31.01.2008). In 2009-10, Nali Kali was introduced in all govt. Kannada medium schools of Karnataka at class I & II. (Source: SSA Karnataka; http://ssakarnataka.gov.in/pdfs/int_lep/nk_report.pdf)

includes reimbursement of bus fare, food and other miscellaneous expenses and no DA/TA is given (S6, 06 May 2014; S7, 21 May 2014).

All full-time teachers have to undergo general training sessions. These training sessions are conducted in phases so that classes do not get affected. Further, CRP, in consultation with HM, takes decision related to number of teachers who can attend trainings for each phase. Only subject/class/grade teachers attend subject-wise and class/grade specific trainings (D4, 09 April 2014; S6, 06 May 2014). In case of single teacher primary schools, a teacher from nearest Higher Primary School (HPS) is deputed for the duration of the training (S7, 21 May 2014).

These training sessions are organized for all teachers of different government schools affiliated to various departments including Department of Public Instruction, Welfare Department, local body/Zilla Parishad, Minority Department and government-aided schools. However, honorary or substitute teachers do not get any training (S7, 21 May 2014). Sometimes, they are able to attend sessions but they do not get any travel reimbursement (D4, 09 April 2014).

8.2 Promotion, Appraisal, Evaluation and Monitoring

Teachers do not receive any kind of formal evaluation and appraisal for their work. However, SSA, in collaboration with MHRD and NCERT, has implemented a mass-scale program that monitors quality dimensions of elementary education. One of the monitoring tools includes assessment of teachers. Under this, HMs and CRPs evaluate teacher preparation, TLMs, teaching and learning time, classroom practices and processes. However, these tools are not really utilized by the Department of Public Instruction to evaluate and promote teachers.

There are three basic ways in which teachers are promoted. Promotions are decided usually once a year, before the commencement of the new academic year. Often, promotions lead to transfer of teachers within the district/division.

8.2.1 Promotion and Appraisal

- a. Promotions due to higher degree: As mentioned earlier, the state government encourages teachers, who have been in service for a minimum of five years, to complete higher degrees. These teachers are granted paid sabbatical along with reimbursement of fees (with a condition that they will work with government for ten years after completion of the course). After successful completion of the degree, the teacher is awarded a promotion based on the highest degree attained, vacancies in the district/division and requisite qualifications for the vacant post. Lower primary teachers who acquire undergraduate degree can be promoted to higher primary schools and higher primary teachers who have completed B.Ed. degree can be promoted to secondary schools. Teachers in

secondary schools can be promoted to Pre-University Colleges (Senior Secondary) after they complete Masters' degree in their respective subject (D1, 08 April 2014; D3, 09 April 2014; GoK, 1973; S3, 12 February 2014; S4, 06 May 2014; S5, 06 May 2014).

- b. Promotions after clearing Entrance Exams: Teachers have the option to appear for entrance exams such as Karnataka Education Service (KES) Exam, Karnataka Public Service Commission (KPSC) Exam and National Eligibility Test (NET). Clearance of these exams leads to promotion (for example, HM for secondary schools, PUC lecturer, Subject Inspector) based on vacancy and requisite qualifications for the vacant posts (D1, 08 April 2014; S4, 06 May 2014; S5, 06 May 2014). However, these are open examinations and teachers are not exempted on the basis of their age or educational qualification.
- c. Promotions based on seniority: Teachers are promoted on the basis of existing vacancy and district and division-wise seniority for elementary and secondary school teachers respectively. Teachers are also promoted when they reach the upper limit of their pay scale (through annual increments) (S1, 12 February 2014; S3, 12 February 2014). Often the DDPIs are directed by the government to initiate promotion of primary school teachers to Grade 2¹⁶ high school teachers' post, based on vacancy, seniority and educational qualifications (GoK, 2012a). In addition, after the proposal to sanction HM post for primary schools with at least 60 students is approved, it would result in promotions of many senior teachers.

Aided institutions have been directed to ensure that fifty per cent of Grade II posts, in aided high schools under each management, should be filled by promoting primary school teachers (GoK, 1999).

8.2.2 Evaluation and Monitoring

HM/HT is the prime evaluator for teachers and monitors their day-to-day lesson plans, classroom teaching and ensures that classes are conducted smoothly. CRPs visit schools on a weekly basis to observe classrooms and give individual/collective feedback; give demonstrations to improve teaching methods; check the strength of the classes and registers; address issues related to difficult topics (at teacher, school and/or cluster level); and oversee the smooth functioning of MDM. They are also the main source of circulars that are sent by the department.

The Block level officer (BRP/BRC/BEO) oversees construction, gives feedback based on classroom observations, checks register, accounts, documents and conducts annual inspection of the school.

¹⁶ Grade 1 Teachers = Physical Education Teachers; Grade 2 Teachers = Subject and Language Teachers

Schools receive about 2-3 visits per year from block level officers. Education Coordinator (ECO), visit schools more often (once in a month up to 4 times in a year) and check lesson plans and homework/classwork/project.

On the other hand, district level officers (DDPI/DIET Lecturers/Subject Inspectors) rarely visit schools. In one of the group discussions, no district level officer had visited the schools of the participants in the last academic year.

For elementary schools, SDMC also act as a monitoring and evaluating body. Active and involved SDMC members ensure that teachers reach school on time, maintain and share records of students and ensure that school accounts are maintained accurately.

8.3 State Institute for School Leadership Educational Planning and Management (SISLEP)

In the National Policy of Education 1986 and Programme of Action 1992 issues related to educational planning and management have been discussed. These include:

- a. Decentralization and involvement of people at all levels in education administration;
- b. Need to overhaul the system of planning and management of education;
- c. Long term planning and management perspective of education, its integration with country's development needs;
- d. Networking with all agencies of education at government and non-government levels;
- e. Primacy of building leadership and managerial capacities among the state education planners, administrators and heads of institutes.

Post 1992, in agreement with the above, the Government of India decided to set up of State Institute of Educational Management and Training (SIEMAT) at state levels and made provisions for some support under DPEP. In Karnataka, SIEMAT was set up as SISLEP, which is currently located in Dharwad. SISLEP was established in 2010 with the prime objective to organize and conduct a variety of capacity building programs for school/institutional heads and educational administrators at various levels in the areas of school educational planning, management and finance. It also aimed to organize capacity building program for development of leadership among educational administrators for Decentralized Planning and Management of Education, which would involve a variety of stakeholders from Zilla Panchayat, Gram Panchayat and SDMCs. The State government provides funds for recurring grants towards salaries of existing personnel and SISLEP programmes. During 2010-11, Rs. 25 lakhs was sanctioned to SISLEP, Rs. 125 lakhs in 2011-12 and in 2012-13, SISLEP requested for Rs. 283 lakhs¹⁷.

¹⁷ <http://www.schooleducation.kar.nic.in/sislep/html/budget.html>

8.3.1 Activities undertaken by SISLEP (GoK)¹⁸

SISLEP initiated its activities in 2010-11 and trained English Language Resource Persons and High School HMs. During 2011-12, they undertook capacity building (leadership and management) programs for block education officers and for “Our School” programme. In 2012-13, the prime focus was to develop facilitation skills for DIET lecturers and leadership qualities among Head Teachers. Foundation training for new HMs, need analysis for DIET lecturers and capacity building for Namma Shale plus (Our School Plus) programme were some of the important activities that were undertaken during 2013-14. For the current year (2014-15), SISLEP has proposed to conduct RTE compliance training for Block level officers, Education Leadership Development Program (ELDP) continuation, School Leadership Development Program (SLDP) in NEK region Continuation and School Leadership Development (a pilot program to develop Leadership capabilities among Head Teachers of Elementary and Secondary Schools through the Framework module developed by NCSL, NUEPA).

A Centre for Budget and Policy Studies (2014) evaluation of ELDP (the programme was then conducted under Policy Planning Unit, Department of Public Instruction, Karnataka during 2012-13; SISLEP had proposed to continue this programme in 2014-15) shows that there has been a change in the perspectives, outlook, working styles and personality of the candidates who had successfully completed the training and become certified Master Resource Persons to conduct similar training. Such activities are important for professional development of the block and school level officers and should be extended to teachers.

8.4 Disciplinary action against teachers

Complaints against teachers (from parents, SDMC, school/cluster/block/district level officials) are registered with HM/BEO for offences such as moral turpitude, corruption, negligence and/or desertion of duty, refusal to carry out written orders of superior authorities, private tuition, malpractice related to school examinations, misappropriation of funds and sexual harassment (GoK, 1999). After the complaint has been registered, BEO/DDPI undertakes an evaluation of the complaint. The teacher, against whom the complaint is registered, is immediately suspended and only a subsistence allowance equal to fifty per cent of the pay is given to the teachers until the disciplinary procedure is completed.

If the teacher is found guilty, disciplinary action is undertaken in the form of short-term suspension (2-3 years) or penalties such as fine, censure, withholding of increments, withholding of promotions, recovery of pay (in part or in whole), reduction to lower post/seniority/pay/grade, transfer to

¹⁸ A detailed year-wise activities undertaken by SISLEP is attached in Annexure IV

remote/educationally backward areas, compulsory retirement, removal from service and/or dismissal from service.

Teachers are also suspended there is a criminal offence case against them (GoK, 1996a). In one of the blocks in the sample district, a teacher was dismissed from service in 2010 because there was a criminal case related to bouncing of cheque. However, the teacher was re-appointed in 2014. In another case, an Education Coordinator (ECO) was found guilty by the Lokayukta and was dismissed from the service in 2007. Further, salaries of teachers are often withheld as a minor penalty measure. Examples of cases where salary can be withheld include non-filing of Income Tax returns on time and non-submission of medical certificate.

8.5 Review of Career Progression and Performance Evaluation

8.5.1 Good Practices

- a. Effective feedback from HM and Cluster level officials: Discussions with teachers reflected that the feedback that they receive from HM and Cluster level officials is very constructive and effective because it helps in improving their teaching methods. Although the visits from block and district level officials are sporadic, teachers receive valuable suggestions whenever it happens. Overall, teachers found this kind of handholding effective.

8.5.2 Concerns and Challenges

- a. Promotion for elementary school teachers is a distant target: Promotions, especially for elementary school teachers, are difficult to achieve. Often, even after completion of 30 years of service, elementary school teachers do not receive any promotion. It is hoped that the approval of new HMs post in schools with minimum 60 students would increase the chances of promotion for many elementary school teachers.
- b. School visits and academic inspections are dependent upon its distance from cluster/block office¹⁹: It was clear from the FGDs, that schools that are located closer to cluster/block offices receive higher number of visits. Similar picture is also represented in DISE data (see Table 8.2).

Table 8.2: Distance from CRC and number of school visits in 2012-13

Distance from CRC (in KM)	Number of Visits from CRC in 2012-13						
	0	1 – 5	6 – 10	11 – 15	16 – 20	21 – 25	>25
0	429	1,497	1,493	464	174	74	32

¹⁹ Inspection includes financial and administrative document checks and academic feedback and usually for 1-2 days; Visit is more of an academic support where classroom is observed and feedback is given and usually for a few hours in a day.

1 – 10	1,371	21,243	21,028	5,011	1,578	452	151
11 – 20	64	1,939	2,403	481	132	34	20
21 – 30	11	276	276	53	17	4	2
31 – 40	2	82	64	12	3	1	0
41 – 50	1	31	18	3	0	0	0
>50	0	20	11	2	1	0	24

Source: DISE 2012-13

Table 8.3: Distance from BRC and number of school visits in 2011-12

Distance from BRC (in KM)	Number of Visits from BRC in 2011-12						
	0	1 – 5	6 – 10	11 – 15	16 – 20	21 – 25	>25
0	512	386	72	5	3	1	2
1 – 10	5,295	13,632	1,475	203	52	13	16
11 – 20	2,805	14,366	1,278	123	40	10	6
21 – 30	1,799	10,092	767	79	14	1	2
31 – 40	791	4,333	316	24	6	2	0
41 – 50	278	1,299	86	12	2	0	1
>50	96	638	25	2	0	0	24

Source: DISE 2012-13

Similarly, the number of academic inspections conducted in a school depends upon its distance from CRC/BRC (see Table 8.4).

Table 8.4: Distance from CRC and number of academic inspections in 2012-13

Distance from CRC (in KM)	Number of Academic Inspections 2012-13					
	0	1 – 5	6 – 10	11 – 15	16 – 20	>21
0	2,299	1,724	92	28	8	12
1 - 10	28,405	20,866	1,099	336	71	57
11 - 20	2,746	2,148	120	43	9	7
21 - 30	354	251	24	8	1	1
31 - 40	92	65	7	0	0	0
41 - 50	37	15	1	0	0	0
>50	15	17	0	0	0	26

Source: DISE 2012-13

Discrepancies in the number of visits to different schools indicate that schools, which are located away from the cluster/block center, are often neglected.

During the state workshop, DIET Principal mentioned a new Government Order, which has been issued to ensure that more consistent academic support is provided to schools. In each DIET, seven teams of DIET lecturers will be formed, which will visit schools four days during the week. On Saturdays, meetings will be held to discuss these visits and to prepare action plan for follow-up visit (GoK, 2011b).

- c. Excessive training: Except for the last academic year (2013-14), the number of compulsory in-service training for all teachers was 20 days. Such 20-day trainings since 2002 have led to saturation among teachers. They feel that instead of general in-service training at block level, importance should be given to cluster-level sharing meetings, where issues can be resolved at teacher/school level.
- d. Delay in promotion after completion of higher degree: Even after completion of higher degrees, promotions are dependent upon vacancy as well as seniority. This delay discourages teachers to pursue higher education.
- e. No special treatment for KES/KPSC exam: Teachers appearing for KES/KPSC exams are not given additional marks/points or relaxation in age/qualification/selection. This is a major deterrent for them to prepare for this exam. Hence, only self-motivated teachers appear for this exam.
- f. No formal performance appraisal formats/systems followed: No performance appraisal formats are utilized for reviewing the work of teachers. Annual increments given are uniform and not linked with their performance in the classroom.

Chapter 9: Rights of Teachers in Karnataka

9.1 Right of the Teachers to form Associations

The State gives the right to form associations to teachers in order to represent their issues and concerns. In Karnataka, there are two registered Associations for teachers: Karnataka State Primary School Teachers Association (KSPSTA) and Karnataka State High School Assistant Masters Association (KSHSAMA). Both KSPSTA and KSHSAMA are active in influencing state education policies, especially those related to teachers (Chakrabarti & Ramavath, 2012).

Out of the two associations, the Department recognizes only KSPSTA. After the completion of the probation period, elementary school teachers can become members of the association. Annually, member-teachers select their state-level representatives (office bearers of the Association) through election process.

Table 9.1: Details about teachers associations

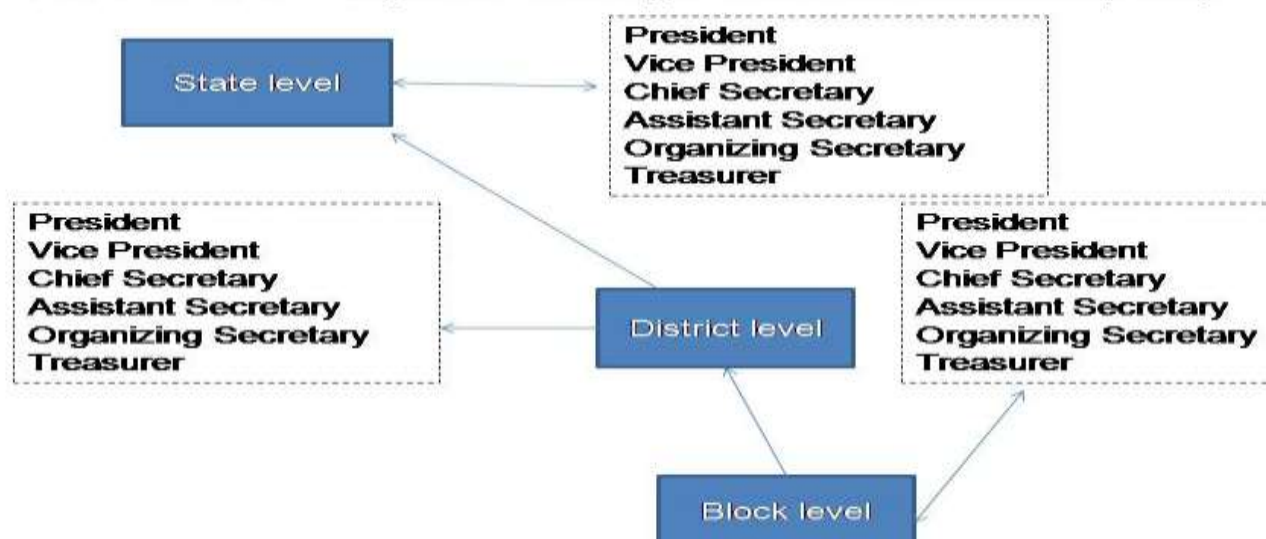
	KSPSTA	KSHSAMA
Year of registration	1972	1982-83
Number of Members	About 2 lakhs	65,000
Recognized by the Department	Yes	In process ²⁰

Figure 9.1: Organogram of KSPSTA

Organogram of KSPSTA



KSPSTA-1972 - registered society, 3400 elected members(2011)



Source: (Chakrabarti & Ramavath, 2012)

²⁰ Recognition for KSHSAMA is pending in the court; the President, KSHSAMA mentioned that it is in the final stages and recognition should be granted in the next two months (i.e. by October 2014).

9.2 Grievance Redressal Rights of the Teachers

Department of Public Instruction in Karnataka has set-up a separate system of Shikshana Adalats (Teachers' Court) to address the grievances of teachers at block, district, division and state level. The first Shikshana Adalat was held in Mysore Division in 2005 (Herald, 03 December 2005). Shikshana Adalats are supposed to take place fortnightly at the block level. The mandate of Shikshana Adalats is to hear any grievances related to schools and teachers by any party, including parents. The forum is open to government schools, aided and unaided schools, although in case of unaided schools, the petitioners are directed to take their grievances to the court. Grievances are often resolved on the spot and are required to be disposed of in 15 days. At the district level, each district has about one or two Shikshana Adalats in a year. The cases presented at Shikshana Adalats, at block and district levels deal primarily with service matters such as salary and salary increments.

Teachers have to file grievances with BEO, which are addressed at Shikshana Adalats in the block. Grievances that do not get resolved at the block level are forwarded to the district level Shikshana Adalats. Teachers can forward unresolved/unsatisfactorily resolved grievances to the division-level or even state level Shikshana Adalats (D1, 08 April 2014; D3, 09 April 2014; S3, 12 February 2014; S5, 06 May 2014). Notifications regarding these Adalats are given in some newspapers so that teachers, school managements and public can also participate in the Adalat (Hindu, 2012).

Grievances in these Adalats usually relate to delays in salary and allowances payments, increments (annual, stagnation, promotion-induced and time-bound), leave settlements (related to encashment of leaves), medical reimbursements, and transfer period issues (i.e. not joining duty on time after transfer). Some example of grievances that were resolved during 2013 in of the blocks from sample district include: inter-district 10 years arrears, personal pay (sterilization operation claim after 2 children), DA related complains, 20 year time bound increment, EL encashment and house construction permission (D3, 09 April 2014). Apart from the above-mentioned grievances, in another sample block, a case related to nomination of specific person for insurance and salary arrears was also resolved.

Apart from Shikshana Adalats, teachers can approach the Karnataka Administrative Tribunal (KAT) for recruitment related grievances and the state judiciary for other matters. Teachers also approach the judiciary to resolve matters related to state-directed transfers (i.e. excess teachers transfer). Teachers from aided institutions often approach the state judiciary to resolve matters related to payment of salary arrears and inclusion of total service period in order to fix pay scales.

Table 9.2: District-level Shikshana Adalats conducted during 06-11-2013 and 27-5-2014

District	Date when Shikshana Adalat was held in the District	Applications Received	Disposed	Remaining	Comments
Davanagere	6-11-2013	197	197	0	3 applications in the State Level are pending
Chitradurga	8-11-2013	26	25	1	4 instances pending in Court
Mysore	22-11-2013	44	30	14	9 are pending in the Commissioner's Office. 5 are pending before BEO, Priyapattana.
Mandya	23-11-2013	32	26	6	5 are pending in the Commissioner's Office. 1 pending before BEO
Hassan	19-12-2013	15	15	0	
Madhugiri	15-5-2014	5	5	0	
Tumkur	17-5-2014	10	9	1	
Kolar	20-5-2014	30	19	11	
Chikkaballapur	22-5-2014	6	6	0	
Chamarajanagar	10-6-2014	27	19	8	
Chikmagalur	12-6-2014	35	29	6	
Bangalore (Rural)	27-5-2014	4	4	0	Adalat was held. Director did not participate. (C.T. E, Chitradurga)
TOTAL		431	384	47	

Source: Department of Public Instruction, July 2014

Table 9.3: Block Level Shikshana Adalats held in Davangere

Block	Total Number of cases at the Block level Shikshana Adalat	Date when Shikshana Adalat was held in the block	Number of cases resolved at the block level	Number of cases pending for District level Shikshana Adalat
Chennagiri	52	October 26, 2013	18	34
Davangere North	12	October 21, 2013	9	3
Davangere South	30	October 22, 2013	28	2
Harihara	22	October 25, 2013	16	6
Harapanahalli	43	October 24, 2013	36	7
Hunnali	1	October 23, 2013	1	0
Jagalur	37	October 19, 2013	9	28
Total	197		117	80

Source: Deputy Director of Public Instruction, Davangere, June 2014

9.3 Review of Rights of the Teachers

9.3.1 Good Practices

- Reduced workload for Department officials as well as judiciary: Shikshana Adalats have reduced the number of cases that used to be filed with the state judiciary system, which have brought down the workload of courts. It has also led to a reduction in the amount of time spent by Department officials in court. Resolving issues at block (lowest administrative structure), district

or division has economized both financial resources and time. It also ensures that block and district level officials are approachable and responsive to the concerns of the teachers.

9.3.2 Concerns and Challenges

- a. Active KSPSTA in Zone A: Since KSPSTA is located in Bangalore, it is more active and responsive to the specific needs and issues of teachers in Zone A. Access to elected officials of KSPSTA for teachers in Zones B and C is difficult. They are not contacted by KSPSTA on a regular basis and teachers hardly share their issues in writing.
- b. Shikshana Adalats are held irregularly: Regularity of Shikshana Adalats is dependent on the interest and involvement of the BEO, DDPI and JDPI. In the sample district, these Adalats were not held under the previous DDPI. HMs often do not share the department circular that gives the date/time of these Adalats. However, some DDPIs have taken initiative to inform the teachers as well as the public about these Adalats through the local newspapers.

Chapter 10: Conclusions and Suggestions

Karnataka is one of the few states that have initiated a number of reform measures in education management, which has implications on the working conditions of teachers. Each aspect related to teacher management is carefully structured in the state and the degree of detailing is commendable. Unlike many states in the country, Karnataka hires only trained teachers, which itself is one of the required parameters for quality education in the classroom. In addition to the salary, teachers also receive a number of monetary and non-monetary benefits. Monetary allowances take into account the impact of location on one's expenditure and teachers are compensated accordingly. Add-on increments to continue service in the department, cash award for 100% pass percentage in the class and assurance of pension/insurance are additional incentives. Regular monitoring, evaluation and subsequent feedback from cluster level officials help teachers to improve their classroom practices. Karnataka was also one of the first states to make the SDMC a statutory body and it plays a crucial role in evaluating day-to-day working of the school.

Three processes / provisions need special mention here: recruitment, placement and transfer policy; shikshana adalats for grievance redressal; and provisions for paid study leave for teachers. These three processes have played an important role in reforming the school education system of the state and. A large number of Indian states that face similar issues can learn from these experiences, as these are now also well-established and rooted in Karnataka.

Teacher transfer and redeployment has been one of the major challenges faced by the public school system in India. Almost all states, barring a few, have high Pupil Teacher Ratio. Any step to redeploy teachers through rationalization is often met with resistance from teachers and teacher unions. This is compounded by the lack of any clear guidelines for transfers and political patronage, which plays a major role in mass transfer of teachers. It is not uncommon to find a large number of teachers placed in a roadside school with low enrolment and a small number of teachers placed in remotely located school with high enrolment of children. Karnataka has found a solution to these challenges by developing a well-drafted policy on placement and transfers, which was initiated in the late 1990s and was later converted into an Act.

Karnataka's recruitment and transfer processes, now more than a decade old, are transparent and ensure inclusion to a great extent. Online computerized applications, priority list based on clearly defined and transparent parameters and final decision based on counseling using GIS based locational maps allows certain level of choice in placements and transfers. More importantly, this process has almost succeeded in abolishing political patronage and corrupt practices at various levels.

It was first introduced, as an executive measure in the late 1990s and due to the combination of political will along with bureaucratic support it was converted into an Act. The then Education Minister, Late Shri H.G. Govinda Gowda, with the help of high level bureaucracy and highly motivated software support personnel developed the model for placement and transfer processes. In order to garner support from elected representatives at different levels, it was ensured that the Zilla Panchayat president and the local Member of Legislative Assembly (MLA) were present at the time of counseling. The minister himself was also present in as many districts as possible at the time of counseling process. This helped in creating a sense of ownership among the political stakeholders and decreased political patronage (Kaul, July 2014).

Another challenge that many education departments across states face relates to teachers' grievances. In many states, education departments have the highest number of court cases. Karnataka has introduced the system of Shikshana Adalats (Education Courts) for grievance redressal. Under this system, the department resolves teacher issues directly and locally, without the intervention of the judiciary, which has drastically removed the number of court. The system of Shikshana Adalats was introduced along with placement and transfer reforms in order to ensure that senior officials from the state traveled to different districts to resolve departmental and service matters locally, which otherwise would have taken months and in some cases, years.

Another excellent step has been the provision of paid study leave of up to four years, which teachers can avail after five years of service. This privilege, however, is available currently only to Science, Mathematics and English teachers because there is shortage of qualified teachers in these disciplines. A main reason cited for this shortage is that teaching is not a sought after profession for those who graduate in Science, Mathematics and English. Although the state has initiated many reforms, there are still certain gaps in the system. For example, the provision of paid study leave should not be limited to teachers of certain discipline but should be open to all teachers.

Based on the analysis and interactions with different stakeholders, following are some suggestions that the state can adopt to improve the working conditions of teachers in Karnataka:

1. Definitive growth chart linked to performance: During FGDs, one of the teachers said, "In this department, teachers who do not work well also get promoted just because they are senior. There is no recognition for those of us who work very hard" (FGD 1). This sentence sums up the critical issue of performance-promotion delink. One of the major gaps in the system is that there is an absence of career path for many elementary teachers. For the growth of a teacher, it is important to chart out a career path that allows them to move to other places such as CRC, BRC, DIET, SCERT, and even management, and these movements should be considered as promotion. In addition, it is important to identify these movements as vertical movement and not horizontal and

that teachers are treated at par with other faculties/employees in terms of salaries, other compensation, as well as in terms of roles and responsibilities.

An evaluation mechanism, which is linked to promotion and growth as well as additional annual increments, is very critical to ensure improvement in working conditions of teachers. The state can involve SDMC, colleagues, parents, HM/HT, CRP, BRP and DDPI in assessing teachers and parameters to review performance can include elements such as reporting on time, completion of syllabus, addressing queries/doubts, revision of lessons, development of TLMs and simplification of lessons. Further, if there is more number of teachers compared to positions that are linked with promotions, the department can create senior positions within the school and link these positions with greater autonomy. A school-based evaluation mechanism (primarily for small schools) could be constructed to capture the improvements in the school over a specified period of time. In addition, teachers who show significant improvement (in terms of attendance of students and teachers, increased enrolment, varied TLM, customized teaching methods etc.) should get incentives, along with greater autonomy.

2. Decentralizing in-service training and development: Periodical module-based training on topics that are decided at the state level does not address the teacher/school specific issues. In the last two years, there has been an increase in the number of cluster-sharing meetings. Despite the increase, the demand for such meeting is still high. Teachers, cluster/block/district level officials strongly feel that decentralization of in-service training will have a better impact than module based training. Such cluster/school level meetings would also allow regular monitoring and follow-up. Therefore, strengthening of the CRC centre is critical for effective decentralized training and sharing meetings.

Then there is this whole issue of training of teachers who are on the verge of retirement. These teachers should either be excused from the training program or special trainings should be organized for them that cater to their specific needs.

3. Shikshana Adalats to be held more regularly: Shikshana Adalats is an excellent format to resolve teachers' issues by the department itself, without the intervention of the judiciary. However, these Adalats are held depending on the initiative taken by respective district/block level officers. Organizing Adalats on a regular basis (quarterly/six-monthly/annually) will give teachers an assurance that the department is concerned about their issues and wants to resolve them at the earliest. This will also address a sense of disconnect that teachers feel with district/block level officers and will make block/district level officials more responsive towards the needs of the teachers.

Simultaneously, the HRMS database needs to be strengthened. A number of cases brought to the Shikshana Adalats in two blocks (Harihara and Davanagere) were related to delays in HRMS updates, which led to delays in time-bound increments.

4. Additional increment after completion of degree: Completion of higher degree is expected to lead to promotion. However, delays in promotion due to non-availability of vacancy and existing seniority list are quite common. The waiting period between completion of degree and promotion acts as a demotivating factor. Therefore, additional increment in salary immediately after completion of degree could be one way of incentivizing higher education.
5. Orientation on integrating CCE in regular teaching practice: CCE is a detailed method, which utilizes activity-based evaluation for individual student. However, many teachers find it difficult to adapt to this new method because they feel that it has only increased the record keeping activity. The department needs to orient teachers in a manner so that they do not view CCE as an additional work load, rather they should be able to integrate the same with their regular teaching practice. Teacher unions can also be mobilized to convince and orient teachers to change their perception towards CCE as something additional and unnecessary.
6. Status of teachers in the society: Teaching is a noble profession. However, teachers in government schools are not treated in the same manner as private/aided school teachers. For example: Government teachers are often humiliated by aggressive SDMC members and are overloaded with non-educational duties (within and outside school). They are, also, unsure of their career path. In light of these issues, it is indispensable to uplift the status of teachers by improving their working conditions. This could be achieved through societal felicitation of teachers; organising leadership training that would boost their morale; and including education / teacher studies as a compulsory subject in high school curriculum to highlight the importance of teachers. Similarly, the state can incorporate suggestions made in the Justice Verma Commission report in order to raise the profile of teaching profession.

In conclusion, most aspects of teacher management in Karnataka are well structured. The department has made tremendous efforts to ensure smooth functioning of teacher management practices across districts and blocks. Some issues, which have been highlighted above, still exist and efforts need to be made for sustained commitment and dedication to the cause of quality education in the state.

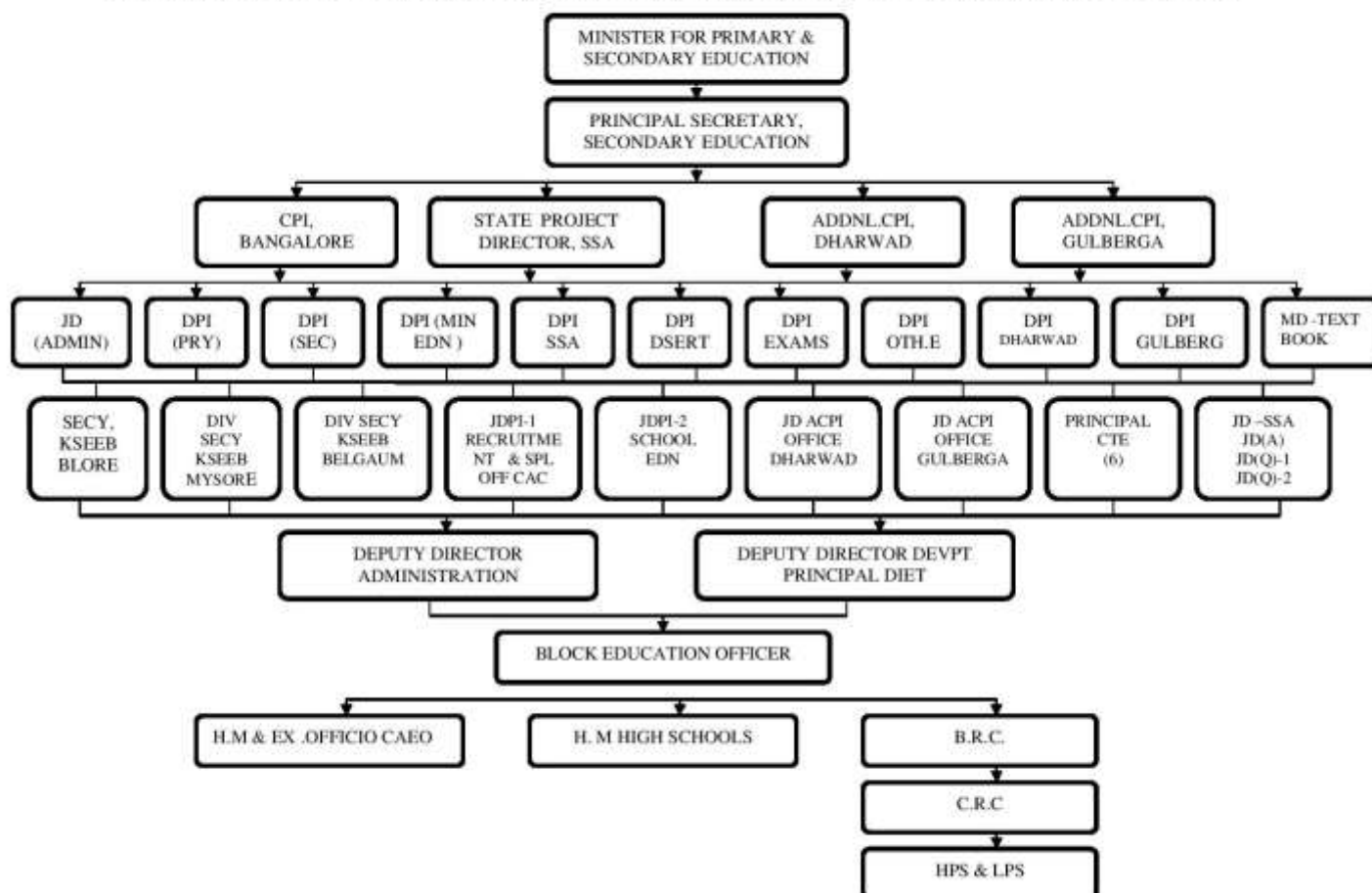
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Annexure I

ORGANISATION CHART OF DEPARTMENT OF PUBLIC INSTRUCTION

Source: <http://schooleducation.kar.nic.in/pdf/files/OrganisationChart.pdf>; last access 05 August 2014

Annexure II

Some concepts explained:

Cadre: A group of government employees recruited for a particular type/kind of work. Within a Department, different types of work are usually divided into different groups of cadre. For example all teachers and elementary school HMs in Karnataka are in Group C Cadre; all High School HMs are group B cadre within the Department of Public Instruction.

Counselling: A process wherein the applicants (either for recruitment or for transfer) are shown the total number of available vacant posts for them to select for their first/next posting.

HRMS: Human Resource Management System is an online software programme that maintains the personal and service related records, salary payments (amount and time paid), loans, advances and deductions and other data about all government employees in Karnataka. This is maintained at the State level and the data entry and maintenance is done at the block/district level.

Priority List: This list is developed based on the reason given for transfers within/outside the unit of seniority. The highest rank in the priority list gets the first chance to choose a new posting. Highest priority is given to physically handicapped, terminally ill, widow, defence personnel, couple case (where either/both spouses are government employees).

Seniority: This implies the order in which the recruitments were undertaken for a single unit/ level (block/district/division/state) at a particular time. This order is in increasing order of year in which recruitment was undertaken i.e. the most current year of recruitment is considered the lowest in seniority. This list is utilised for granting promotions.

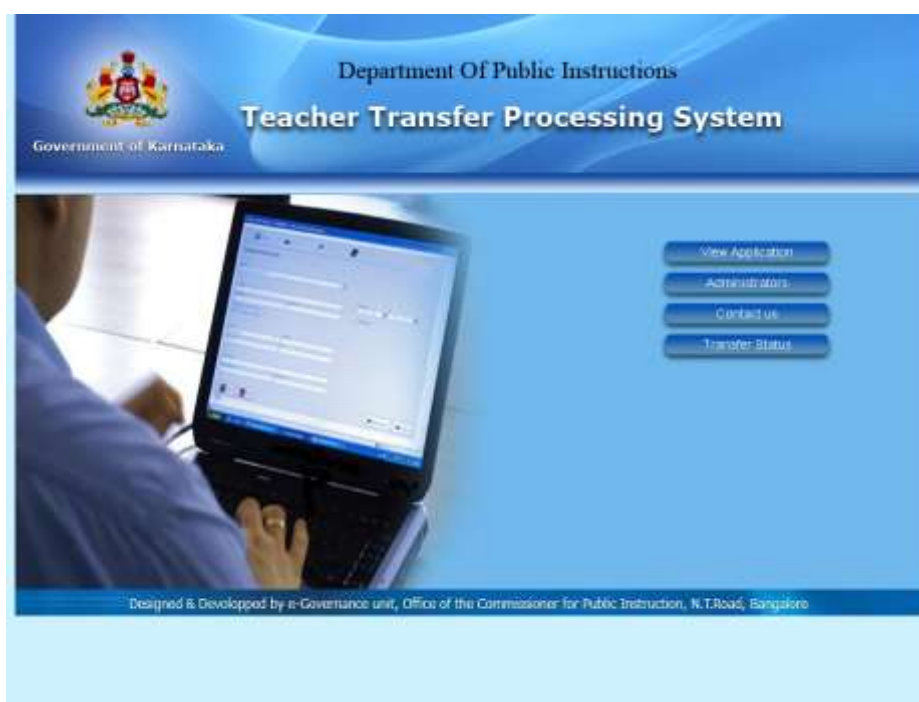
Unit of Seniority: The geographical unit for which the recruitment process is undertaken and those recruited at a particular time form the same level of seniority. For example, for elementary school teachers in Karnataka, block is the unit of seniority as they have a block-level recruitment process. This unit is considered during transfers on request i.e. within unit of seniority (5% upper limit of the cadre strength in the unit of seniority) and outside the unit of seniority (1% upper limit of the cadre strength).

Annexure III

Key Features of the Teacher Transfer Software for Transfers within the same unit of Seniority (Inputs from Ms. Aruna and Mr. Shivkumar, MIS Section, SSA Karnataka)

Online application for transfers within the same unit of seniority and computerised counseling process is conducted for transfers of elementary and secondary school teachers. For elementary school teachers, the computerised counselling is held at Zilla HQ/District HQ while for secondary school teachers, it is conducted at the Division HQ. However, the software programme used and the process followed are the same for both.

- a. **Online Teacher Transfer Application Processing System:** Teachers use their unique Karnataka Government ID (KGID) number to fill application for transfer. They can view their application status (i.e. has it cleared the basic eligibility criteria of minimum five years of rural service; has it reached the competent authority; has it been cleared for transfer as per service records etc).



- b. **Processing the applications:** After receiving the application, the system processes it according to the cadre (Refer to Figure 5 above). The system forwards the application to the respective competent authority's login/dashboard where they can view it for review. The dashboard requires a login, given to each competent authority:



- c. **Viewing and approving applications:** Post login, competent authorities can view and approve applications based on service records of the teacher (Refer to Figure 5 above). If rejected, the programme deletes the application and the teacher's application status is updated as "Application Rejected". If approved, this is added to the final list, which is generated based on the priorities defined (Refer to Figure 6 above).



- d. **Transfer Counselling Form:** During counselling, competent authorities can view the service records of the approved applicants and use it for granting transfer. In the top left section, the details of the applicant are visible. This also gives the priority ranking of the applicant and the reason for seeking transfer/priority ranking (e.g. For this applicant, ranking is 1 and the reason for seeking transfer is terminally ill). In the top right, cadre strength and upper limit for the unit of seniority is mentioned along with total transfers undertaken so far. In the figure below, the cadre strength is 4433 with 45 as upper limit for Belgaum Rural taluk/block (as unit of seniority for elementary school teachers is block/taluk) and 8 transfers have already been done.

- e. **List of vacancies:** When a particular unit of seniority (block or district) is selected, a list of vacancies in the block/district is in the same window—

Dist. Name	Taluk Name	Dise Code	School Name	Designation Name	Subject	Vac.	Select
BAGALKOT	BADAMI	29020100101	GOVT HPS ADAGAL	Assistant Master (AM)	KANNADA - GENERAL	1	Select
BAGALKOT	BADAMI	29020100401	GOVT HPS ALUR SE	Assistant Master (AM)	KANNADA - GENERAL	2	Select
BAGALKOT	BADAMI	29020100601	GOVT HPS ANANTGIRI ST	Assistant Master (AM)	KANNADA - GENERAL	1	Select
BAGALKOT	BADAMI	29020100701	GOVT HPS ANAWAL	Assistant Master (AM)	KANNADA - GENERAL	1	Select

- f. **Selection of school:** The applicant can select any of the available options from the list and verify the details. After selection of a particular school, the details of the same can be verified and accepted/rejected by the applicant. After accepting the school, the programme gets updated automatically---changing the number of transfers undertaken, creating a new vacant post in the list and adding the transfer completed for a single applicant in the final list.

Transfer Counselling form

USER NAME: CHANDANALYNN

Priority No: 1 Date: 01/08/2014 12:36:17 PM

Application No: 235087 HSD No: 709610

Name: RADHA MAHADEV BIDAKAR

DOB: 15/07/1960 Gender: FEMALE

Designation: Assistant Master (AM) Cadre type: PRIMARY

Subject: KANNADA - GENERAL Excess: NO

Date of joining: 15/02/1985 Unit Status: District is unit

School Name: MHPs UCHAGAWN

District: BELGAUM Taluk: BELGAUM RURAL

Unit: OUT OF UNIT

Counselling process is in progress at: BELGAUM

Reason: TERMINALLY ILL CASES Total weights: 46 Refresh

Selected place:

School Name: GOVT HPS ADWAL

Designation: Assistant Master (AM)

Subject: KANNADA - GENERAL

Transfer: -Select-

Gender: -

Old Name for: Vacancy Accept Reject Absent Limit Over

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- g. **Final List of Transfers:** A final list of transfers with applicant name, present and transferred school details, date and time of transfer approval, cadre type and transfer authority is generated using the software programme.

Latest transfered status

System Time: 12:38:20 PM Refreshing time: 3 Sec

Priority No. App No.	Applicant Name and Present School Address	Transfered School Address	Counselled Date and Time	Cadre Type	Transfer Authority
364 211962	RAJENDRABABU P G GHPs SHIMSHALI MALLI KOLAR	GHPs POSETTHALLI POSETTHALLI CHIKKABALLAPUR CHIKKABALLAPURA	2014-07-29 16:18:50	PRIMARY-SPL	DP-BANGALORE
205 222129	IRULAPPA CHANDRASHEKHAR GOVT P.S. SALLIDAGI JESHAJI GULBARGA	GOVT HPS MULLAJI MULLAJI HEDDERHAL BILAPUR	2014-07-29 16:14:06	PRIMARY-SPL	DPI-BELGAUM
260 188020	K S HALLIKARJUNA GHPs CHIKKA BALLEKERE KADUR CHIKKAMANGALORE	GHPs HIRKANDAVADI HIRKANDAVADI HOLALKERE DATTABUDGA	2014-07-29 16:12:54	PRIMARY-SPL	DP-BANGALORE
289 144481	B KRISHNOLING HPS - LINGAPURA HONNALLI DAVANAGERE	GHPs MANGOTE MANGOTE SHAKARAVATI SHRIRANGA	2014-07-29 16:08:14	PRIMARY-SPL	DP-BANGALORE
382 143557	MARASAPPA NANAMAPPA KEMPELLI MPS (PRMABETAGERI) DHARWAD DHARWAD	GHPs KADAROL KADAROL SHIRNATI GADAG	2014-07-29 16:03:36	PRIMARY-SPL	DPI-BELGAUM
275 215418	YATHINDER C GHPs LAKKANAHALLI SIRA MADHUGIRI	D HPS KARALAMANGALA KARALAMANGALA BAGADI RAMAHAGARA	2014-07-29 15:58:33	PRIMARY-SPL	DP-BANGALORE
273 215363	PARASAPPA BAGAPPA MADAGUNAJI K. B. R. S. HALAZERI GODAKA CHIKKODI	HPS KOTABAGI KOTABAGI DHARWAD DHARWAD	2014-07-29 15:55:41	PRIMARY-SPL	DPI-BELGAUM
263 167967	SUNAPPA AZHUPPA SEDANNAYAR GOVT HPS HATTI CAMP LINGASIGUR RAICHUR	SHRPGS DABELEGUJI GARGALUJI DABELEGUJI KUNAPUR BELGAUM	2014-07-29 15:53:05	PRIMARY-SPL	DPI-BELGAUM
249 132173	V SRIRAMMAVALLE GHPs GOVS CHITAMANE CHITAMANE CHIKKABALLAPURA	GHPs SRI KUDLUPA (SRIM NATTI) K P AGSARANA IN RD 32 SOUTHI BANGALORE SOUTH	2014-07-29 15:22:50	PRIMARY-SPL	DP-BANGALORE
248 113913	VEDYA GHPs GANDHINAGARA SULLA DARGASIRA KARNATAKA	GHPs RD 12 GADAGASARAY (JUNY) WARD NO 18 GADAG CITY GADAG	2014-07-29 15:21:43	PRIMARY-SPL	DPI-BELGAUM

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Key Features of the Teacher Transfer Software for Transfers outside the unit of Seniority (Inputs from Ms. Aruna and Mr. Shivkumar, MIS Section, SSA Karnataka)

The same software is utilised for transfers requested outside the unit of seniority. After the above procedure is completed (i.e. either the 5% limit has reached or the total numbers of applicants have been transferred), request transfers outside the unit of seniority, based on available vacancies are conducted. A state level priority list is developed for transfers outside the unit of seniority. Online counselling is held simultaneously in all four Division HQ. Applicant can be present in any of the venue and priority list is followed to determine the sequence in which they choose their school. A common software programme and four separate systems connected with the same server helps in coordinating this process. For example: Let us consider the following table showing the priority list for transfers outside seniority in a given year:

Priority Rank	Candidate Name	Venue
1	ABC	Bangalore
2	DEF	Mysore
3	GHI	Bangalore
4	JKL	Dharwad
5	MNO	Dharwad
6	PQR	Mysore
7	STU	Dharwad
8	VWX	Bangalore
9	YZ	Gulbarga
10	ABCD	Gulbarga

If the above table is used for transferring teachers outside the unit of seniority, then the first transfer will be finalised in Banaglore, second in Mysore, third again in Bangalore, fourth and fifth in Dharwad etc. till either the upper limit for transfers (1% of unit of seniority) reaches or total number of applicants have been transferred.

Annexure IV

List of Activities of SISLEP

1. Proposed Activities for the year 2014-15 :
 - a. Development of Block Leadership for RtE compliance
 - b. Documentation on School Leadership
 - c. Development of MRPs on Education Planning & Review
 - d. PRI Orientation (ZP) for improving school support systems
 - e. Capacity building of SISLEP staff
 - f. Education Leadership Development Program(ELDP) - Continuation proposed
 - g. School Leadership Development Program (SLDP) in NEK region - Continuation proposed
 - h. Namma Shala Plus
 - i. School Leadership Development – A pilot program to develop Leadership capabilities among Head Teachers of Elementary and Secondary Schools. Through the Framework module developed by NCSL, NEUPA.
2. Activities during the year 2013-14 :
 - a. SISLEP Vision and Mission document developed and circulated.
 - b. A 6 days Common Foundation Training for Probationary High School Head Masters(2012 batch) covering 551 HMs.
 - c. A orientation program in Conducting Departmental Enquiry and CCA (Conduct Rules), to all Joint Directors, CTE and DIET Principals, Deputy Directors of the Department.
 - d. Development Need analysis workshop for DIET faculty.
 - e. A consultation meeting with all DIET Principals of the State regarding DIET developmental needs.
 - f. Progress review meeting of the Cohesive District Educational Leadership Development Program (CDELDP) held in 7 districts of the State.
 - g. Presentation of the School Development Initiatives undertaken by the Head Teachers under the CDELD Program in 7 districts of the State.
 - h. A Progress review meeting of Namma Shala Plus - a program undertaken in North Eastern Districts (Gulbarga, Yadgir and Raichur) to ensure Quality Education through School, Community Connect for developing Child friendly learning atmosphere.
 - i. Capacity building of Key stakeholders of Namma Shala Plus(NS Plus) Anganwadi teachers 180, 756 Teachers, and PDO's .
 - j. Capacity building of Master Resource Persons of NS plus program through Bare foot Research.

3. Activities during the year 2012-13 :

- a. A two day Administrative training for Gazetted Managers and Managers, covering the entire state.
- b. Training for Development of Facilitation skills of P&M faculty of DIET done in collaboration with CLHRD, Mangalore.
- c. Module Preparation workshop for Capacity building of Stakeholders.
- d. “SANGATI” - Module Development for Developing Leadership Capacities in Elementary School Head Teachers.

4. During the year 2011-12:

- a. Conducted three training programme for 142 Probationary headmasters of high schools.
- b. Registered SISLEP as a Society under Karnataka Societies Registration Act.
- c. Conducted three Executive Committee meetings.
- d. Capacity Building (Leadership and Management), three programmes for Block Education Officers in the state.
- e. Re-orientation Programme of Capacity Building, four programmes for Probationary Head Masters of High schools.
- f. Civil works by restoration of an existing structure for providing Administrative Blocks for the SISLEP. Works to the tune of Rs 48 Lakhs undertaken to restore existing building to be made as Administrative Block, is expected to complete by April 2012. Perspective Plan for SISLEP in the land of 2.5 Acres has been done. It is scheduled to be taken up in the year 2012-13.
- g. Scheduled six more programmes up to March 2012.
- h. In collaboration with Policy Planning Unit of the Department of Public Instruction Bangalore, Capacity building for the Namma Shale (Our School) programme has been scheduled.

5. During the year 2010-11 :

- a. Conducted Training for English Language resource Persons.
- b. Conducted seven Training programmes for 342 Probationary Headmasters of High schools.
- c. Civil works for providing Link Road to the present working place of SISLEP.
- d. Garden and other contingent works.